



CITY OF MT. SHASTA **GENERAL PLAN** D E C E M B E R 1 6, 1 9 9 2

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Two
**FINAL GENERAL PLAN
AND
FINAL
ENVIRONMENTAL IMPACT REPORT**
Before the Mt. Shasta City Council
December 16, 1992

City of Mt. Shasta
305 North Mt. Shasta Boulevard
Mt. Shasta, California 96067
916 - 926 - 3464

**City of Mt. Shasta
GENERAL PLAN**

Land Use, Circulation, Open Space and Conservation, Safety, and Noise Elements

December 16, 1992

City Council

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¹/As required by 14 CCR §15166(a)(2).

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I. Introduction

A. General Plans and the future of Mt. Shasta

The General Plan represents the blueprint for tomorrow. It provides a system establishing the locations for land use in the Mt. Shasta area. The General Plan constitutes comprehensive written policies providing performance standards and guidance for land use decisions by the Planning Commission and City Council. It provides information to buyers and sellers of real estate showing not only future land uses, but the location of future roads, changes in density for existing neighborhoods, and the criteria by which land use changes may be judged.

Most critically, the General Plan creates the rules applicable to all land use decisions. It installs a program of implementation measures that is designed to show in writing, how the City will review public and private proposals in the area.

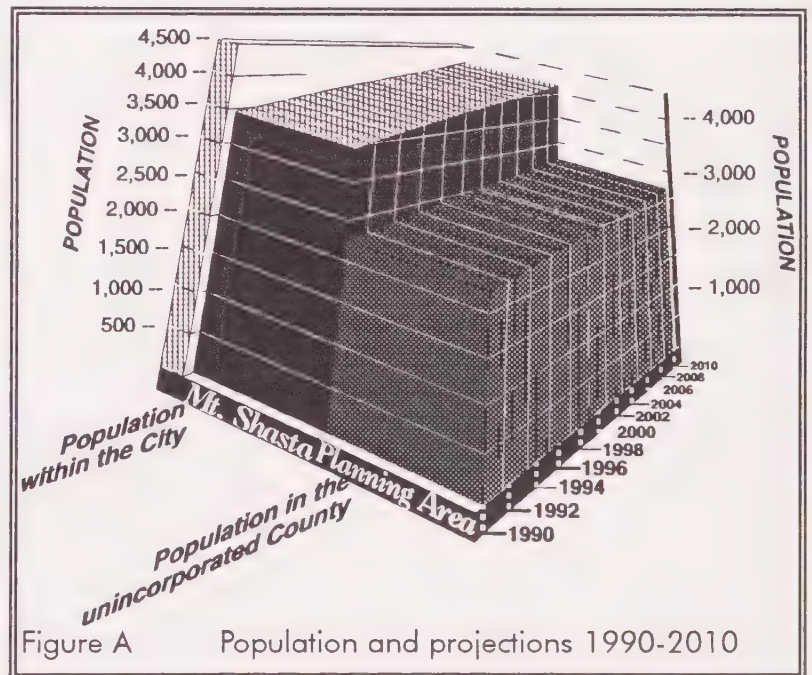


Figure A Population and projections 1990-2010

B. The City of Mt. Shasta

The City of Mt. Shasta is located about fifty miles north of Redding. The City lies just south of the divide between the upper Sacramento and Klamath River drainages in southern Siskiyou County, about 30 miles south of Yreka, the Siskiyou County seat.

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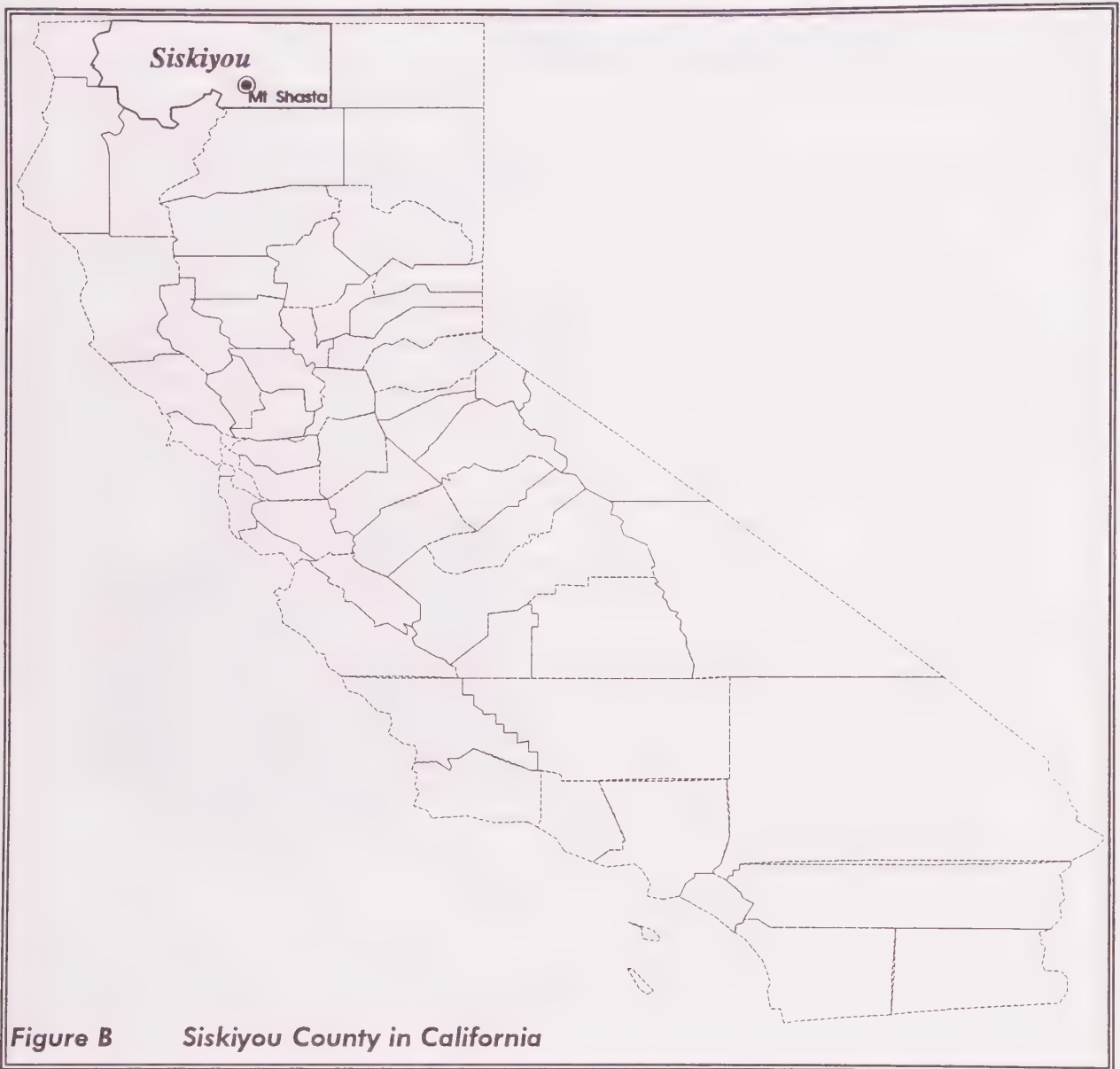


Figure B **Siskiyou County in California**

1 The Siskiyou County economy is primarily dependent on timber, agriculture, recre-
2 ation, and travel. Over sixty percent of the County is in public ownership, lands that are
3 predominantly National Forest. Most of the remaining lands are in agricultural use.
4 Situated in a generally mountainous area north of the Central Valley, the County is subject
5 to warm summers and often cold winter conditions. The Mt. Shasta area is the major
6 gateway to major northern California summer and winter recreation areas. It is an area
7 that attracts outdoors enthusiasts with its fishing, hunting, camping, hiking, and skiing.

8
9 The City of Mt. Shasta is located at the junction of Interstate 5 (I-5) and State
10 Highway 89. I-5 bisects the Mt. Shasta Area, while Highway 89 passes through its southern

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Introduction

extreme. Other southern Siskiyou County towns located near Mt. Shasta include Weed, Dunsmuir, and McCloud. Due to its central location within the south County, Mt. Shasta's role is becoming more firmly established as the commercial, service, and government center for this area.



The City currently encompasses about 3.4 square miles of the lower slopes of Mt. Shasta. Surrounded by the Shasta-Trinity National Forest, the City serves a support-center function for summer and winter recreational visitation. The Planning Area for which the General Plan is also prepared covers about 25 square miles.

Mt. Shasta has a population of 3,539 persons living inside the City limits, with an additional 2,300 people residing in the unincorporated portion of the Planning area. The City has experienced a nominal actual growth rate of less than two percent per year. The growth rate during the Planning Period is projected at 2¼ percent per year. Figure A shows a graphic representation of the growth rate for the City and Planning Area.

C. The role of the General Plan in the future of the area

Since the late 1950s, the State of California has placed an emphasis on the need for local government to look ahead and plan for meeting the needs of tomorrow's residents. Over the past three decades, this vision has evolved into a complex set of regulations that

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Introduction

1 requires each city and county to adopt a document called the *General Plan*. This official
2 local policy program is required to be a comprehensive look at community development
3 programs over the long-term. The General Plan is intended to act as a constitution for
4 development. More importantly, the Plan represents the dreams, hopes, and visions of the
5 City, its residents, and those from the area immediately surrounding Mt. Shasta.

6
7 General Plans are required to address seven different development issues in compo-
8 nents of the document called *Elements*. The mandatory elements are land use, circulation,
9 housing, conservation, open space, safety, and noise. The Plan must analyze the issues,
10 define its long-term goals, and then establish day-to-day policy and implementation
11 programs.

12
13 The General Plan establishes a framework for the City's exercise of its
14 corporate and police powers. The General Plan is not a one-shot effort. It is a living and
15 vital document that is an illustration of the community's image of its future, as it is seen at
16 the time of adoption. The General Plan is a program for making dreams reality. The
17 community will change and evolve, and as this occurs, the General Plan will need to
18 periodically change as well.

19
20
21 **D. The Mt. Shasta General Plan**

22
23
24 **1. Public participation**

25
26 Prior to the 1992 revision, Mt. Shasta's General Plan consisted of a collection of
27 documents evolving from the City's 1963 General Plan (Land Use and Circulation Ele-
28 ments). As a result of additions to California requirements, the General Plan was amended
29 in 1975 to add the Conservation, Open Space, Noise and Safety Elements. The Land Use
30 Element was revised in 1980, and a revised Housing Element was adopted in 1990. The
31 Circulation Element was revised in 1987. Each of these revisions was, however, a
32 standalone effort, and the General Plan had not, until this time, been subjected to a
33 comprehensive revision.

34
35 In 1988, the City initiated a comprehensive General Plan revision, initially encom-
36 passing the Land Use, Conservation, Open Space, Safety and Noise Elements. The City later
37 expanded the Plan to include all of the mandatory General Plan elements. A series of public
38 Planning Commission workshops were held encouraging public participation. These
39 workshops covered the range of issues addressed in the General Plan.

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Introduction

Table I General Plan and Environmental Impact Report Chronology

Workshop Date	Subject
May 2, 1988	General Plan purpose and goals, public participation, Planning Area, planning and environmental issue identification.
June 6, 1988	Planning Area, work program, public opinion survey.
June 13, 1988	City amends the Land Use, Open Space, Conservation, and Noise elements
July 7, 1988	Conservation issues - geology, soils, water resources.
August 1, 1988	Conservation issues - climate, air quality, vegetation, wildlife, wetlands, cultural resources.
August 24, 1988	Conservation issues (continued) - wetlands, cultural resources.
September 13, 1988	Opinion survey results; conservation issues - agriculture and timber, utilities; visual resources; noise issues; safety issues.
September 27, 1988	Economic development opportunities, utilities and services.
October 3, 1988	Existing land use, development capacity, population growth.
October 27, 1988	Proposed land use designations, growth targets.
November 7, 1988	Open space and recreation, proposed land use designations.
December 5, 1988	Proposed land use designations.
January 5, 1989	Proposed land use designations, including Springhill area.
February 6, 1989	Proposed land use designations.
February 14, 1989	City amends the Circulation element.
June 12, 1989	City amends the Land Use element.
August 1, 1989	Housing Element, Preliminary Land Use Map.
August 17, 1989	Preliminary Land Use Map, Circulation Element.
September 12, 1989	General land use and development issues, Circulation Element.
August 1990	Planning Commission/City Council workshop
September 1990	Planning Commission Workshop on Land Use
December 1990	Housing Element Adoption
February, 1992	Distribution of the Notice of Preparation for the revised EIR.
March 28, 1992	Presentation of the proposed Draft General Plan
April 29, 1992	Public comments to the Planning Commission concerning the Draft Plan.
July 6, 1992	Revised Draft General Plan and Draft Environmental Impact Report released for public review
July-August, 1992	Planning Commission public hearings to accept testimony from the public. Comment period runs from July 6, 1992 through August 21, 1992.
August-September, 1992	Planning Commission reviews comments and letters, discusses its recommendations and changes, and directs changes be made to the General Plan. Commission adopts Draft General Plan for the City Council's review.
October 28, 1992	City Council workshop to review the Administrative Final General Plan.

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Introduction

Workshop Date	Subject
November 18, 1992	City Council holds public hearing on changes proposed by the Planning Commission, discusses its direction for the Final General Plan and directs that the Final General Plan and Final EIR be prepared to reflect the Council changes.
December 16, 1992	Final EIR before Council for certification, Final General Plan before Council for adoption.

Preparing a General Plan must involve the participation of a wide range of people, public and private agencies. Notice of the City's General Plan revision process was provided

to agencies, utilities, transportation companies, and special districts with jurisdiction or interests in the Mt. Shasta area. Many agencies and individuals were invited to provide input throughout the process.

Explanation 1: Findings, goals, policies, and implementation measures

General Plan summary as used in the Mt. Shasta General Plan represent a summarized statement of available findings, facts, evidence, and other information selected by the City as a basis for establishing General Plan objectives and programs.

Goals as used in the General Plan represent the long-term objectives to be achieved over the life of the General Plan. If the community were to have a party in 20 years to celebrate the Plans' anniversary and looked back to see what was accomplished, they would measure the achievement of the goals.

Policies as used in the Plan represent the direction of the City Council to the Planning Commission and Staff as to how the goals will be achieved. Commonly, people hear the term "policy" when they request a permit and are told that they can or can't do something because of a "policy."

Implementation measures in this Plan are the specific actions that establish how a policy is carried out on a day-to-day basis. Some measures are time specific, in that the action must be completed by a certain time or on an ongoing basis. Others are quantifiable, setting a number or threshold by which it can be measured.

In addition to the workshop process, the City made a significant effort to solicit public input on planning-related issues. A Planning Opinion Survey was distributed city-wide, generating a 40% return. The responses were significant, though sometimes conflicting, information. The results of this survey are briefly discussed in Section II.A. The survey form and numerical results are shown in the public record for the General Plan.

2. General Plan organization

The Mt. Shasta General Plan is the consolidation of the seven mandatory General Plan elements: Conservation, Circulation, Housing, Land Use, Noise, Open Space, and Safety. The organization of the General Plan closely follows the requirements established in California Law and the General Plan Guidelines published by the Governor's Office of

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Introduction

Planning and Research.² The Housing Element, which was adopted in 1990, is being updated separately and will be reviewed separately from the other six elements.

Each of the General Plan elements consists first of a summary of the reasons why the goals, policies, and implementing programs were prepared. This background information is called a *finding* (Refer to the definitions used for this General Plan that are shown in Explanation 1 on page 6). These findings are based largely on information presented in a database that was developed for the General Plan and published separately.

After the findings comes the section called the *General Plan objectives and programs*. This section incorporates the direction of the City Council and Planning Commission to achieve the Plan. It leads with the *General Plan goals*. Goals are statements as to what is to be achieved over the life of the Plan.

To better define the goals, the Plan includes *policy* direction. The policies are supported by programs that provide specific instructions towards the interpretation of the policy or how the General Plan is carried out on a day-by-day basis. These instructions are called *implementation measures*.

Even though the General Plan is published as one complete document, it can be amended. Policies may be added or deleted. In order to maintain a cohesive numbering without requiring that the entire General Plan be amended if a policy is added to one of the Elements, General Plan policies are labeled with a prefix that denotes in which of the Elements the policy is found. The list of prefixes is shown in Table II on page 7. If a policy is labeled *LU-1*, this is the first policy in the Land Use element. If the Plan is amended so that a new policy LU-4 were added to policies LU-1 through LU-6, the amendment would also need to renumber LU-4 through LU-6 to become LU-5 through LU-7.

The organization of the Mt. Shasta General Plan corresponds directly to the seven required General Plan elements. This document combines Open Space and Conservation elements into one Element. The Housing Element was adopted in 1990 and is being

Table II Element Prefix

Prefix	Refers to
PA	Plan Administration
LU	Land Use Element
CI	Circulation Element
HG	Housing Element
OC	Open Space Element and Conservation Element
SF	Safety Element
NZ	Noise Element

²/Governor's Office of Planning and Research, *State of California General Plan Guidelines* (North Highlands, CA: State of California Printing Office, November, 1990).

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**Explanation 2: The meaning of
timeframes in the General Plan**

In the Mt. Shasta General Plan, timeframes are expressed as components of the planning horizon. The short-term planning period covers the time from adoption through the fifth anniversary of the Plan's adoption.

The intermediate-term planning period is years five through ten and the long-term planning period is from year ten through the end of the twenty-year planning horizon.

The City has the option during its annual reviews to shift implementation from one planning period to another as a result of changing priorities, available personnel, or budget constraints.

updated for approval later in 1992. The Draft General Plan document dated July 1, 1992, contains the Elements Land Use, Circulation, Safety, Noise, Open Space and Conservation, and a chapter addressing Plan Administration. Sometimes the nature of the Plan and the rigid division of element issues results in similar policies or topics being addressed in more than one element, for the most part this version directs redundant issues into only one element with a cross reference to the other Element's requirement.

When a General Plan is adopted, each component is of equal weight in the Plan. This means that one cannot state that the Land Use element is more important than the Open Space and Conservation element. This equal weighting of each element's importance is required by State law. The term

that is generated by this integral component of the law is referred to as the *internal consistency* requirement.

Part of the internal consistency requirement is the need for a *correlation* — a direct relationship — between the Land Use and Circulation elements. For example, the Land Use Element may not allow development in an area when there are not provisions for an adequate road system to serve the area identified in the Circulation Element.

E. General plan scope — project description

1. The City Limits

The central focus of General Plan policies is on the lands over which the City of Mt. Shasta has legal and procedural control — its City limits. The incorporated area of the community represents the boundaries of the City at the time the General Plan was adopted. As annexations may occur in the future, the City limits are automatically increased to encompass the newly acquired territories and Planning Area land use classifications become City Land Use Classifications.

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2. Planning Area

To comply with legal requirements, the General Plan must establish development policies for all of the area that is currently within the limits of Mt. Shasta. It must also address land development policies for the area outside its corporate limits, which the City Council determines have a relationship to Mt. Shasta's long-term growth and development. This total area comprises the Mt. Shasta Planning Area. A Planning Area can be defined as the area over which the City has no legal jurisdiction, but would like to express its positions to the County. The Planning Area incorporates unincorporated lands of which the development patterns, appearance, and types of land uses can have an effect on the City's abilities to provide services — even to areas of the County.

The Mt. Shasta Planning Area, shown on Figure D includes the present incorporated area of the City of Mt. Shasta as well as lands outside the City limits. The Planning Area includes most of the areas known historically as *Strawberry Valley*. It is generally defined by the crest of Rainbow Ridge on the west, Black Butte on the north, the Shasta-Trinity National Forest Boundary on the east and Box Canyon of the Sacramento River on the south.

3. The Sphere of Influence

The City's existing General Plan established and the Siskiyou County Local Agency Formation Commission (LAFCo) approved the adoption of a large Sphere of Influence for Mt. Shasta. In broad theory, a Sphere of Influence is established to represent the City's ultimate City limits. Mt. Shasta, however, wanted to maintain the large Sphere of Influence in order to participate in land use and zoning decisions by the County for the unincorporated area surrounding the City. The Sphere of Influence is shown in Figure E. Identifying lands within a Sphere of Influence is similar to the purpose of the Planning Area — the lands are within the unincorporated County and not subject to direct legal jurisdiction by the City. However, the City's potential ability to participate in land use decisions can carry more weight with the County. The size of the Sphere of Influence is not being revised from the early General Plan and LAFCo decisions. The City is not proposing any land use policies or changes for lands that are in the area between the Planning Area boundaries and the Sphere of Influence limits. The City defines the Sphere as encompassing the ultimate area in which it provides community services.

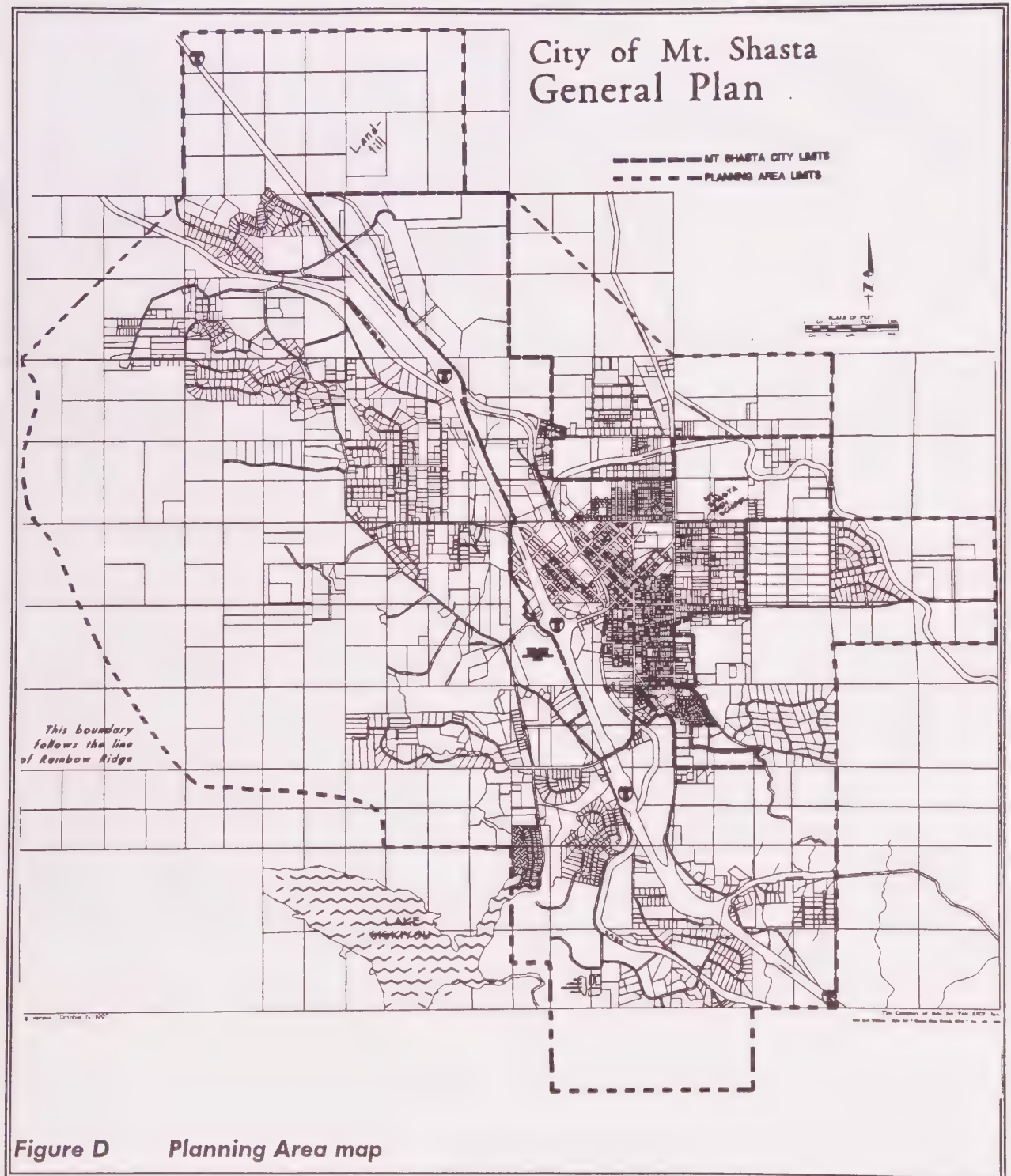
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1



7

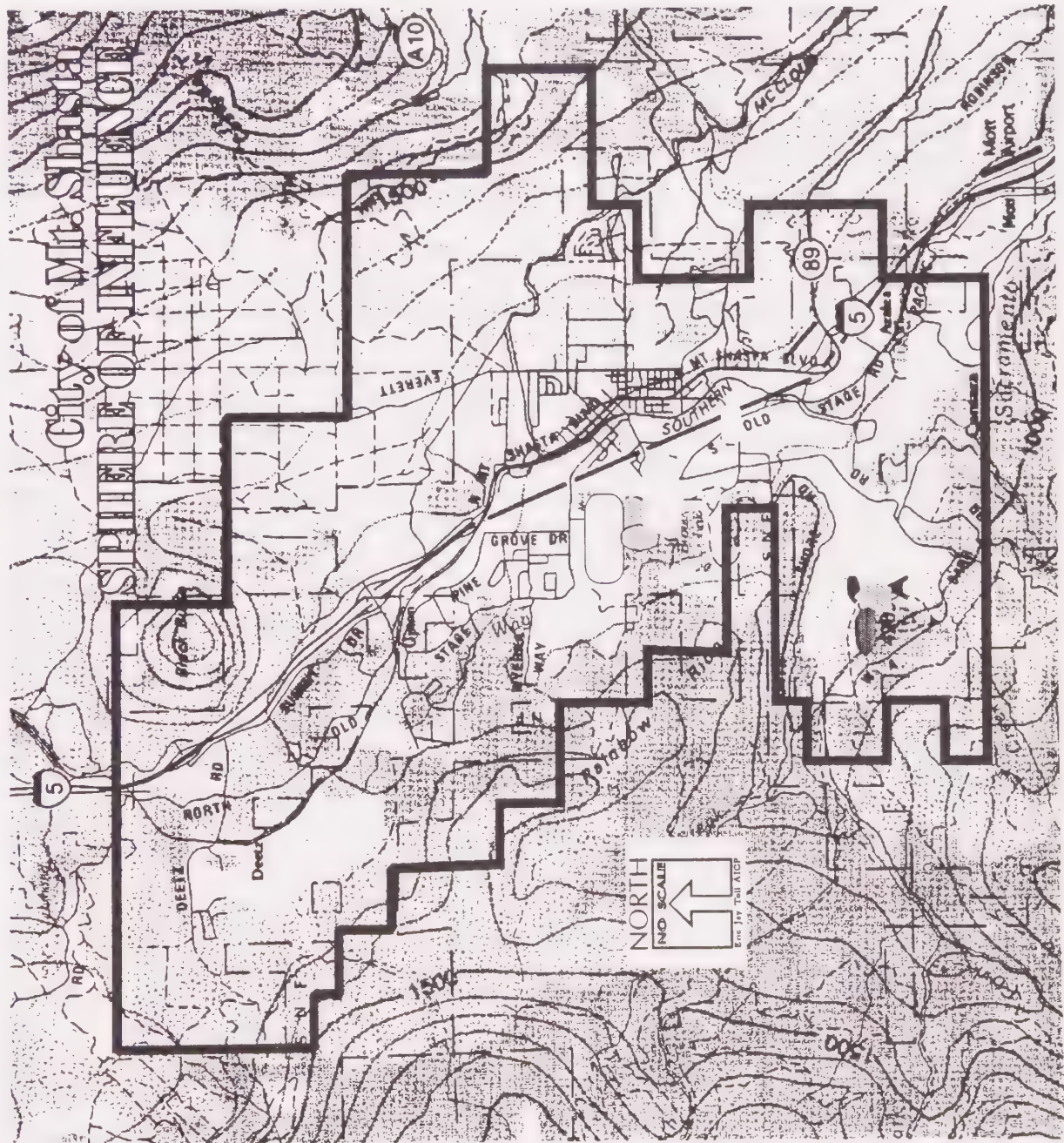


Figure E **Sphere of Influence**

F. Planning Time Horizon

The General Plan is intended to be a long-term document. The Mt. Shasta General Plan is developed to cover approximately a 20-year period extending through the year 2010. The Plan is comprised of three planning periods that are referred to throughout the policy and implementation sections of the Plan. The period from adoption through the fifth anniversary is the *short-term* planning period; from five to ten years is the *intermediate-term* planning period; and from ten years through the life of the Plan is the *long-term* planning period.

1. Amending the General Plan

Even though the General Plan appears to be a fixed document that is adopted once and then used regularly, the Plan is intended to represent the long-term needs for the City. This means that the General Plan will be periodically updated or amended to reflect changes in community values and priorities. State law limits the number of times during the year that the Plan can be amended to four actions. The procedures and policies related to amending the General Plan are described in Chapter II, *Issues and overall plan direction*.

2. Assumptions

The General Plan, though intended to bring to fruition today's vision of the future, is based on the City's projections of tomorrow based on the knowledge of today. No one can see the future or adequately predict the fiscal, economic, and community values that will exist next year, let alone over the next two decade life of the Plan. When using the General Plan in the future, one must recall that it is based on the scope of knowledge about the City, the people, and the economy existing in 1992. Future criticisms, amendments, and changes to the Plan need to maintain this perspective.

G. Implementation of the plan

Making the General Plan work on a daily basis is the role of the implementation program. Primary implementation of the Mt. Shasta General Plan will be through the application of the zoning and subdivision ordinances, as well as other regulations that are created by implementation measures. There are three types of implementation measures.

One type is a measure that is **quantifiable**. For example, a requirement to establish *one acre of active park facilities for every 1,000 residents* is a quantifiable implementing

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1 program. It establishes a number or a threshold that can be readily measured. Requiring
2 that *noise levels remain at 65 decibels (dB) as received at the nearest residential receptor*
3 is another quantifiable implementation measure.
4

5 The second type is a **time-specific** implementation measure. Time-specific measures
6 indicate that a certain action must be accomplished within a certain time-frame. Requiring
7 that the *zoning ordinance be amended to become consistent with the General Plan during*
8 *the short-term planning period* is a time-specific implementation program. Defining that
9 *the City shall widen Street X between Streets 1 and 3 during the intermediate-term*
10 *planning period* is another time-specific implementation measure.
11

12 The third type of implementation measure is the **day-to-day** program. This is an
13 implementing action that occurs when applications are submitted on a regular basis. In
14 effect, it establishes the basic rules for what materials make up a project application, and
15 spells the rules out in writing, so everyone understands. Identifying that a *wetlands*
16 *delineation map is required for all applications within an area of potential wetland*
17 *sensitivity* is a day-to-day program. It means that if a parcel is within an area of the Plan
18 that is shown as a wetland sensitivity — rather than just arbitrarily calling the parcel a
19 wetlands — the property owner would be allowed, in fact required, to submit information
20 to show whether or not the property really is a wetland.
21

22 Implementation of the Plan will also result in cooperation between the City and other
23 agencies and private organizations. For example, this cooperation may extend to the
24 Chamber of Commerce and downtown business people in the improvement of the Central
25 Business District (CBD) area or the County in the joint review of projects or development
26 of recreational trails and lands.
27

28 During the interim period between General Plan adoption and enacting changes to
29 the zoning code, the existing zoning ordinance will remain in force. The zoning code will
30 be used as long as its provisions do not conflict with the General Plan. If there is a conflict,
31 the adopted General Plan is the rule that is used. For example, if the General Plan requires
32 that certain zoning districts have a setback from streams of twenty feet, and the zoning code
33 allows a five foot setback, the twenty foot setback in the General Plan is the one that will
34 apply to the project. More importantly, if the General Plan shows that the land use for a
35 parcel is to be "residential," and the existing zoning says "commercial," the General Plan's
36 classification applies. Because the Planning Commission must deal with the interim
37 policies on a regular basis, the Commission and Council need to work together to adopt the
38 issues.

H. Cumulative environmental effects — the comprehensive approach

When the General Plan was revised, an environmental impact report (EIR) was prepared. The EIR identified that a number of cumulative impacts are anticipated to result from the adoption and implementation of the General Plan (Refer to Chapter 9 on page 275). The EIR identifies that the following impacts may not be significant when viewed on an individual basis, but cumulatively may result in significant effects:

- The loss of private land that might be valuable to acquire for open space or trails.

To offset this impact, the Plan provides several opportunities to encourage the use of density transfer when projects are proposed. The density transfer concept allows a property owner the ability to seek approval of up to the maximum number of dwelling units — based on siting criteria in the Plan — without necessarily having to use fixed lots sizes. Density transfer allows portions of the property to be retained in private open space with development occurring on smaller parcel sizes. This provides opportunities for efficiency cluster developments with larger open space areas than traditional residential development would permit.

- Conversion of undeveloped lands to urban use.

The conversion of the lands to urban uses results in two incremental impacts. The first is the change in the visual character of the planning area. More and more of the open space will be replaced by structures. This impact could subjectively effect the visual quality of the Planning Area. The second impact is that the urbanization of the planning area will result in a greater demand for public services. The Plan incorporates programs that address the service demand issue by ensuring that new development contributes proportionally to cost of facility expansions. Most operational costs of facilities are based on user fees to pay the operations and maintenance. The visual impact issue is not resolved in the Plan.

- Increases in traffic resulting in the construction of new roads that will allow higher densities in areas that currently do not have suitable access.

Many of the parcels in Mt. Shasta and the Planning Area are small, individual lots. As these are developed, there is an increased traffic load placed on the street system. Small projects on individual parcels do not generate traffic that on a case-by-case basis is considered significant. However, when the total traffic from all undeveloped parcels is combined on the street system,

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1 some of the streets may drop to unacceptable levels of service without new
2 improvements. The Plan addresses the impacts using several methods of
3 mitigation. First, land use and circulation elements are linked so that the
4 permitted population density or building intensity is controlled by the street
5 classification. Second, when a street is at risk of its level of service dropping
6 to an unacceptable level, the General Plan establishes a program to ensure
7 that the improvement plans are prepared and the work carried out. Third,
8 the Plan incorporates provisions that will lead to the enactment of a road
9 ordinance that will collect proportional share costs of improvements from
10 new development.

- 11 ● Potential reduction of air quality dropping below attainment standards.

12 Air quality in the Planning Area is of higher quality than the minimum accept-
13 able standards established by federal and state standards. In rural areas,
14 homeowners tend to enjoy wood stoves as both a primary and supplement
15 heating system. During the winter months in the mountains, cold air can
16 become trapped by an inversion, which results in wood smoke being retained
17 within the valley. With a small population, this may not be a problem, but as
18 the population increases, it may result in air quality being degraded. The
19 General Plan acknowledges that the regulation of air quality rests with the
20 County Air Pollution Control District, but it includes a policy to require the
21 use of wood stoves that meet EPA emission standards.
22
23

II. Issues and administration

Issues, beliefs, and attitudes play a major part in defining the direction of the City's General Plan. Issues are the topics and various subtopics that area residents want to see addressed in the broad scope of the General Plan. Beliefs represent a compilation of the importance of an issue as seen by the people who comprise the area served by Mt. Shasta. Attitudes are a measure of to what extent the people in the Planning Area want to see the issues be addressed in the General Plan. The General Plan process focusses on identification of issues and attitudes through a combination of public opinion surveys, meetings, hearings, and workshops.

A. Planning opinion survey

When the General Plan revision process was initiated, the City determined it wanted to know the general beliefs of its residents and business people on measuring the importance of planning, environmental, and related issues. The Planning Commission developed a written survey form intended to learn these views through responses to the questions. The survey was not intended to provide comprehensive or definitive information on any particular issue but to give the City Council and Planning Commission a better understanding of their constituents' beliefs and attitudes.

Approximately 1,575 survey forms were mailed to Pacific Power and Light customers within the City in July, 1988. Newspaper, radio and television announcements were used to encourage residents to complete and return the surveys. A collection of volunteers called at every door in the City to pick up surveys, hand out extra forms and encourage their return. About 685 surveys were returned, representing forty percent of all forms mailed or handed out. A copy of the computer output and interpretation of the results is shown in Appendix B.

The statistical results of a survey may reflect community positions on issues. While the survey draws out people's opinions and ideas, a true measure of attitudes is not effective until the community sees how its leaders have interpreted the survey. This interpretation of results into concrete example is accomplished through preparation of the early versions or preliminary versions of the General Plan and its goals, policies, and implementing programs.

For Mt. Shasta, the statistical survey results led towards an interpretation that certain issues were important. In the early versions of the Plan, it became apparent that the implementation program proposed did not reflect the community's attitudes about how

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beliefs should be accomplished. It is not uncommon for the beliefs to be incorrectly interpreted. Such actions resulted in implementing programs more strict than the community's attitudes supported. The Mt. Shasta public participation process resulted in a number of issues being interpreted this way in early versions of the Plan. Direction from the Planning Commission and City Council, after reviewing more than 150 letters in early 1992, resulted in the Draft General Plan being prepared with specific revision criteria.

The Planning Commission directed that the General Plan be prepared in a manner that was simple to implement, easy to understand, and avoided policies that could be interpreted as undermining development flexibility.

B. General Plan mission

1. General Plan summary

Making the General Plan work requires that the document focus on achieving a purpose or mission for the City. Listening, reading, and understanding the needs of the community provide the overall focus that every element, every goal, and every implementing program in the General Plan must achieve. Reviewing this material makes it clear that maintaining private property rights is a priority. Generating and providing opportunities for stable long-term employment is a priority. Both of these overall objectives, according to General Plan participants, need to be achieved while still maintaining a small town atmosphere and conserving the natural surroundings. The purpose of this section is to provide the General Plan with its statement of development objectives³.

2. General Plan statement of mission

Table III

General Plan mission

The mission of the Mt. Shasta General Plan shall be to provide for enhanced economic growth through increased employment opportunities, systems of accommodating growth that provides a benefit to the community area, and protection of private property rights in balance with the public health, safety, and welfare.

³/Required by California Government Code §65302.

C. Plan administration

I. General Plan summary

A General Plan is a long-term document that may be amended, reviewed, and revised as a means of satisfying the needs of the City over its life. While the General Plan is developed to serve Mt. Shasta and vicinity for a twenty year period, the needs, desires, and goals of the community can change. In order to ensure that the Plan is carried out in an effective and efficient manner, a number of policies and implementing programs are included related to the administration of the General Plan.

There are several components to administering the General Plan. One component is *Plan administration* or "housekeeping" ensuring that the Plan continually remains a legally defensible, internally-consistent document. The general administration component involves direction in the use of the Plan on a day-to-day basis. General administration also covers the annual reviews and updates to the Plan. This component includes several instructions related to the interim use of the General Plan until some of the implementing programs are put into place by the City.

The General Plan is not so specific that it can be used in place of an ordinance, but there may be programs in the Plan that do not conform to existing ordinance or code requirements of the City. In such cases, this chapter of the General Plan directs how to make conforming decisions. These provisions are "common sense" concepts. California law prohibits a land use decision that is not consistent with the General Plan. When a major policy change is adopted into the General Plan, because of staff time and budgetary considerations, there is normally a lag between its adoption in the Plan and the amending of programs or enacting of City codes to put the policy into effect. In the cases of such conflicts, the General Plan dictates how the policy is interpreted.

A second component is the *General Plan amendment* process. State law allows four amendments per year. These amendments are usually grouped together periodically throughout the year. Some communities schedule General Plan amendments every three to four months. This component of the overall administration is to establish guidelines as to how amendments are reviewed and considered throughout the life of the Plan.

The third issue of Plan administration is *making the plan work* every day. This provides guidance for using the General Plan on a day-in-day-out basis. The component defines who reviews projects and when, and what standards are used for reviewing proposed development projects.

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2. General Plan objectives and programs

Goal PA-1: The General Plan is to be effective and usable.

Policy PA-1.1: Maintain the General Plan as a viable document reflecting current community need.

Implementation measure PA-1.1(a): Prior to the adoption of the final budget in each fiscal year, Staff shall present *The Annual Report of General Plan Achievement* for the concluding fiscal year. The Annual Report shall be used as a means for the Council to provide direction to staff related to planning and policy programs for the coming year.

Implementation measure PA-1.1(b): Following its review of the Annual Report, the Council shall define the planning and policy programs it wishes to assign as priorities for the upcoming fiscal year.

Implementation measure PA-1.1(c): Annually review the Mt. Shasta General Plan in accordance with the following:

- Volume, type and construction status of projects subject to City approval during the previous year.
- Building permit activity over the previous year.
- Status of preparation or implementation of specific plans, mitigation fee ordinances, parkland dedication, in-lieu fee systems and other specific programs identified in the General Plan.
- Annual recommendations submitted to Siskiyou County for input and possible acceptance with relation to the County's Land Use Management Plan currently being development.

Implementation measure PA-1.1(d): Annually review the Capital Improvement Program for consistency with the General Plan.

Goal PA-2: The General Plan shall be the policy document for development.

Policy PA-2.1: Provide for interim regulatory direction during the process of amending or updating the General Plan.

Implementation measure PA-2.1(a): In the event of conflict between the General Plan and the existing zoning ordinance during the interim period between General Plan adoption and adoption of new zoning ordinance, the General Plan shall take precedence.

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Implementation measure PA-2.1(b): Within the short-term planning period, revise the zoning and subdivision ordinances, and other affected ordinances to be consistent with the General Plan. This update may include consolidation of development ordinances into a *Land Development Code*. This implementation measure shall cease to exist upon the adoption of the code or codes.

Goal PA-3: Consider amendments to the General Plan to ensure its continued viability and consistency.

Policy PA-3.1: Provide opportunity for General Plan amendments to be heard on a consistent, regular basis.

Implementation measure PA-3.1(a): Allocate three scheduled periods during the year for private-sector or other agency-initiated General Plan amendments, approximately four months apart.

Implementation measure PA-3.1(b): Retain one general plan amendment period each calendar for the exclusive use of the City for its periodic review and updates to the Plan.

Goal PA-4: Cooperate with local agencies for comprehensive General Plan goal achievement.

Policy PA-4.1: Maintain and develop cooperative working relationships with agencies with jurisdiction over lands or resources in and surrounding the Planning Area.

Implementation measure PA-4.1(a): Using the appropriate environmental regulations, participate in federal, state and County planning processes which potentially affect the Planning Area.

Implementation measure PA-4.1(b): During the short-term planning period, work with the County towards amending the County General Plan to apply the City land use designations within unincorporated portions of the Planning Area to the County Plan.

Implementation measure PA-4.1(c): When requirements to monitor project conditions require expertise not available on City Staff, seek first the County's participation to establish a joint environmental monitoring and compliance program before entering into contracts with outside service providers.

1 Implementation measure PA-4.1(d): Using the public review period, participate in National
2 Forest land use decision-making related to planning area land use and
3 land management.
4

5 Implementation measure PA-4.1(e): Support the public-to-private exchanges of National
6 Forest lands this Plan designates for non-public use to ensure that the
7 lands are designated and zoned consistent with the General Plan.

8 **Goal PA-5:** Establish a program to implement the General Plan in the period
9 between adoption and approval of implementing ordinances.
10

11 Policy PA-5.1: The Planning Commission shall participate in development of interim
12 policies interpretations.
13

14 Implementation measure PA-5.1(a): The City Council shall forward its interpretations and
15 direction related to interim implementation of the General Plan to the
16 Planning Commission for its review and comment prior to approving
17 the programs.
18

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Land Use element

III. Land Use element

A. Land Use and Mt. Shasta

1. General Plan Requirements

The Land Use Element of the general plan has the broadest scope of the mandatory elements. This element indicates the intended future uses of the land and must be closely correlated with the Circulation Element.

Specifically, the Land Use Element shall designate the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private land use. The element shall also include standards for population density and building intensity for these land uses. The element is also required to identify areas subject to flooding and lands zoned for timberland production.

Land Use Summary (acres)		
	Planning Area	
	Acres	% Tot
Residential, Total	5,936	45.5%
Rural Residential	5,027	
General Residential	691	
Community Residential	218	
Commercial Center	674	5.2
Employment Center	446	3.4
Public	334	2.6
Freeway	441	3.4
Resource Production	5,207	40.0
TOTAL	13,038	

2. Land Use in Mt. Shasta

The Mt. Shasta area was first settled by the Okwanuchu Indians and used for winter hunting. Very little other information is known about the local native population. The first documented Europeans to reach Mt. Shasta occurred in the 1820's. They engaged in exploration and trapping expeditions.

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Land Use element

1 The impetus for growth in Mt. Shasta first occurred during the California gold rush,
2 despite the fact that gold was not found in the area until the 1890's. The area served as a
3 stopover for gold seekers who passed down the Old Oregon trail through Shasta Valley.
4 Early settlers to the area established homesteads within the lush valleys and provided
5 necessities to the miners.

6
7 Mt. Shasta's second wave of growth occurred with the coming of the Central Pacific
8 Railroad in 1886. Many of the original buildings associated with this era were destroyed
9 by fire in 1896. In the late 1800's and into the 1900's the area experienced rapid growth
10 in the lumber industry. This growth was combined with the establishment of the state
11 fishery and Shasta National Forest.

12
13 In more recent years, with the opening of Interstate 5, the area's economy has shifted
14 more toward retail and service trade. Visitors to the Mt. Shasta area have increased in
15 number. Also, people have chosen to relocate to the area for its aesthetic and recreational
16 amenities.

17
18 Today, the City of Mt. Shasta serves as a support center for summer and winter
19 recreational visitation to the Shasta-Trinity National Forest. Mt. Shasta is increasing its role
20 as a commercial, services and governmental center due to its central location in the south
21 County.

22
23 During the process of developing the revised General Plan in the late 1980s and early
24 1990s, residents indicated that a major desire was to bring in a diverse employment base
25 to the community while still maintaining the quality of a small town community. While this
26 is a difficult goal to quantify — accommodating both economic development and maintain-
27 ing quality of life — the major role of the General Plan is to nurture this concept. This
28 belief, expressed in the surveys and public workshops, provides the base for the overall
29 mission of the General Plan during its life.

30
31
32 **B. Overall growth and annexation**

33
34
35 **I. General Plan summary**

36
37 Mt. Shasta is a recreation-oriented community. For the near term, the City's direc-
38 tion is to maintain and enhance its strength in attracting recreation visitors, and work
39 towards diversification of its economy. Additional residential development and other
40 economic growth will be desirable. Residential growth within the Planning Area is expected
41 to amount to over 1,300 units by 2010.

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Land Use element

1 Mt. Shasta has experienced relatively slow residential growth since 1988. A substan-
2 tial increase in the housing stock occurred due to several multi-family projects constructed
3 pursuant to ballot measure authorization. Residential growth has tapered off somewhat in
4 recent years and commercial construction has been minimal. There have been no projects
5 or development within the area resulting in increased growth pressure or housing demand
6 beyond normal demand. Utility studies indicate that water and sewer systems have
7 sufficient capacity to meet anticipated growth projections.

8
9 Preventing "uncontrolled" growth is an issue that concerns many of Mt. Shasta
10 citizens, as evidenced by the Planning Opinion Survey results. Uncontrolled growth is a
11 concept that many use in reaction to the sprawl from the Redding area into the former
12 agricultural lands of the north Sacramento Valley. Other examples cited include the
13 Sacramento foothills, San Jose/Silicon Valley Area, and the North Bay-Santa Rosa region.
14 To meet the objectives expressed in the Planning Opinion Survey, the City needs to examine
15 its annexation options and ensure that as major development occurs, the facilities to
16 support the growth will be available when projects are ready for occupancy.

17
18 In order to ensure facilities support growth, the city as well as its citizens need to
19 take a proactive stance that promotes the economic development of this area. In order for
20 the City to have in place the necessary facilities prior to development, its tax base and
21 subsequent employment centers must be encouraged and developed.

22
23 Through annexation, the City can shape itself, prevent sprawl and facilitate develop-
24 ment where it is desired. Annexation also provides the City with an ability to apply its
25 development regulations and standards to guide development directly. Annexation also
26 carries the risk that costs of providing City services to, and/or meeting improvement
27 demands of, new City residents may exceed revenues. Thus, annexation decisions should
28 take place in an informed environment.

29
30 Over the next twenty years, the population of the Planning Area is expected to
31 increase to a population of between 6,500 and 8,500 persons, depending on whether the
32 Plan's higher growth rate of 2¼ percent per year or the 1½ percent per year historic growth
33 pattern occurs. The General Plan provides land area and assigns densities to accommodate
34 a population of 10,201 persons. This will provide adequate and suitable areas for housing
35 opportunities and alternative sites for review and consideration.

36
37 **2. General plan objectives and programs**

- 38
39 **Goal LU-1:** Consider annexation when lands are needed to accommodate the
40 General Plan growth objectives.
- 41
42 **Policy LU-1.1:** Annexation shall occur only when the proposed use of the property
43 furthers the City's economic development objectives.
- 44

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Land Use element

Implementation measure LU-1.1(a): Prior to endorsing a proposal for annexation, the City Council shall consider the objectives of the added territory and find whether there is a public benefit that aids in achieving General Plan goals.

Implementation measure LU-1.1(b): Prior to endorsing a proposal for annexation, the City shall require the petitioner to submit, at a minimum, adequate factual information to determine that the proposed annexation will provide adequate revenues to offset the costs of providing services.

Goal LU-2: Annexed lands shall be incorporated into the City in conformance with the General Plan.

Policy LU-2.1: Require pre-zoning and development plans prior to completing annexation procedures.

Implementation measure LU-2.1(a): No action shall be taken to finalize an annexation in conformance with Siskiyou County Local Agency Formation Commission procedures until the City has approved a pre-zoning to the appropriate City zoning district.

Implementation measure LU-2.1(b): No action shall be taken to finalize an annexation in conformance with Siskiyou County Local Agency Formation Commission procedures until the City has received and approved a development plan for the petitioner's territory.⁴

C. Types of land uses

In order to manage the long-term growth of the area, the City uses the General Plan to assign land use classifications. The land use classifications (also called designations) identify the types of land use, the permitted population density and building intensity, and appropriate development objectives that apply to all lands within the Planning area. The City controls the land development within its incorporated limits; the County maintains control over the unincorporated area.

⁴/In some cases, the petitioner's property may not be the only property incorporated in the approved annexation. The City may require development plans exclusively from the petitioner(s) covering the proponent's property, if it makes a finding that it cannot force development plans from other property owners who were not petitioners in the process. This notation is a part of this implementation measure provided for explanatory purposes and guidance.

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For purposes of the General Plan, the following land use classifications shall be used on the General Plan land use map. Densities and site development requirements are assigned on Table V on page 43 and within the policies of the Land Use Element.

Resource Land. *Resource Lands (RL)* are those that are identified as containing soils characteristics, natural conditions, or resources suitable for production of agricultural, timber, or mineral resources for commercial harvest, production, or conservation. Resource Land uses may include, and are not limited to, farming, ranching, orchards, food processing, mining, construction material processing, sawmills, and recreation-oriented uses such as a campground. Resource Lands include private and public open space areas, and areas of visual importance within the National Forest. The purpose of the zoning code is to identify which are permitted and which are conditional uses. General Agriculture, Agriculture Preserves, and Rural Residential are the zoning districts whose uses are permitted or conditionally permitted on Resource Lands, subject to the appropriate development standards, code regulations, and performance standards implemented through the General Plan.

Rural Residential. *Rural Residential (RR)* lands are those that are designated for traditional large parcel residential or hobby farming uses. Rural residential land uses are single family homes. The uses permitted or conditionally permitted in the Rural Residential zoning district are permitted on lands within the General Plan Rural Residential designation, subject to the appropriate development standards, code regulations, and performance standards implemented through the General Plan.

General Residential. *General Residential (GR)* lands are those identified as being suitable for conventional and lower density residential developments that are typical of suburban areas or areas near incorporated city limits. General residential land uses are single family homes. Land uses allowed in the Rural Residential and Single Family Residential (R1) zoning districts are permitted or conditionally permitted in General Residential lands, subject to the appropriate development standards, code regulations, and performance standards implemented through the General Plan.

Community Residential. *Community Residential (CR)* lands are those which are suitable for residential development with densities traditionally found within incorporated cities providing urban amenities and services. Community residential uses are housing types of multiple densities, both attached and detached single family homes. Uses permitted or conditionally permitted within the R1, R2, R3, and R4 zoning districts are allowed on lands designation Community Residential by the General Plan, subject to the appropriate development standards, code regulations, and performance standards implemented through the General Plan.

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Commercial Center. *Commercial Center (Coml)* lands are those identified for development with businesses that generally require onsite customer traffic⁵ in order for the business to be successful. The Commercial Center land uses are not limited in terms of scope of business, class of customers, or basis of products offered. Commercial center uses include, and are not limited to, shopping centers, retail stores, real estate offices, factory outlet malls, and restaurants. Uses permitted or conditionally permitted by the C1, C2, and CM zones are acceptable on Commercial Center lands, subject to the appropriate development standards, code regulations, and performance standards implemented through the General Plan.

Employment Center. *Employment Center (EC)* lands are those designated for siting businesses that provide a product or service that generally does not require onsite customer traffic. Employment Center businesses may manufacture products for use within the Planning Area or shipping for offsite sale or resale. Employment Center businesses may provide a service through its employees to customers located outside the community area. In effect, Employment Center uses are those which generate employment opportunities and do not generally require onsite customer traffic in order to succeed. Employment center uses include and are not limited to factories, machine shops, automobile repair, service-business offices, administrative offices, lumber mills, aggregate processing, and other industrial type uses. Uses permitted or conditionally permitted in the CM and M zones are acceptable on lands classified as Employment Center, subject to the appropriate development standards, code regulations, and performance standards implemented through the General Plan.

Public Land. *Public Lands* are the existing or identified sites on which a publicly-owned facility or use is or will be located. Some public lands, such as parks, community centers, educational facilities, and nature preserves (lands for scientific study) are also classified as open space. The Public (P) zone is appropriate for publicly owned lands. Development of public land requires a conditional use permit to be approved prior to the commencement of non-emergency construction or site development.

⁵/Onsite customer traffic refers to a business that needs to have its customer or client come to the store, business, or office in order for the enterprise to be successful.

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D. Legally existing, non-conforming land uses

1. General Plan summary

a. Defining a "grandfathered" land use

No matter how carefully a General Plan is developed, there will be situations occurring in which a parcel of land is developed with a land use that does not meet the standards of the new General Plan. Even though this older land use was legally established prior to the revised General Plan being adopted, when the policies of the General Plan are applied to the parcel, the old use no longer satisfies the criteria to be shown on the General Plan land use map as its old land use. This type of land use is commonly called a "grandfathered" use. The legal term is a *legally existing non-conforming land use*.

Explanation 3: Legally existing non-conforming land uses (grandfathering)

Also called a grandfathered land use, a legally existing nonconforming land use is a use of land that was established in conformance with the General Plan, zoning, and development regulations in effect at the time of its construction or initiation of use. The use is forced into a situation in which a new General Plan, zoning code, or development regulation is adopted that would not allow it to be constructed or used if an application were submitted under the new requirements.

Most non-conforming land uses are not in conflict with adjoining properties; the uses are merely sited in an area that new Plan policies would like to direct to a different development pattern in the future. The changes in policy may have been precipitated by changes in community values, a newer but different land use pattern that developed since the original use was started, or a deficiency in City services that make it infeasible to provide services to new land uses similar to the nonconforming use. Whatever the reason, one major community value is to protect the investment made by a property owner and ensure that the older land use can continue to operate, can be sold, or can be rebuilt if it were to be somehow destroyed. A series of policies and implementing programs are incorporated into the General Plan to provide this protection.

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b. Non-conforming uses in general

The simplest solution in dealing with non-conforming uses would appear to be designating the newly non-conforming land use with the appropriate new land use classification. The problem is that land use classifications used in the General Plan are applied to parcels on a City-wide basis. This approach ensures that the General Plan has a comprehensive series of internally consistent policies. Internal consistency between policies and elements is mandated by State law. If an isolated commercial parcel is classified as "commercial" because that is the long-standing use of the parcel — and under the new General Plan that same parcel does not meet the criteria for establishing commercial land uses — an argument may be generated that parcels surrounding the nonconforming land use should now be considered commercial as well. This argument might be based on the fact that adjoining parcels are similar to the old use, even though the surrounding parcels are not conforming to new commercial siting criteria.

The provisions related to legally existing non-conforming land uses are to provide long-term protection of the real estate investment and the parcel's land use. Provisions similar to what is identified in the General Plan are nearly universal among cities and counties in California. The Mt. Shasta policies, however, reflect the direction of the community to ensure serious protection to any use that becomes non-conforming as a result of the new General Plan.

There are special considerations that must be a part of this protection program for legally-existing non-conforming uses. The use must continuously operate, and it must operate in conformance with standards that would apply if it were conforming. Generally, a limitation is established that if the use is abandoned for a period of time, usually one year, it loses its ability to continue by right. After an abandonment, the City is entitled to a hearing to determine if the use should be restarted.

c. Commercially zoned non-conforming uses in the unincorporated Planning Area

Throughout the Planning Area, commercial uses have obtained proper zoning and development permits. These scattered uses are far from Commercial Centers designated by the City's General Plan. During the process of preparing the General Plan, there was tremendous concern about the ability of retaining the commercial zoning for those parcels developed as commercial uses in conformance with County regulations. The consensus of the City is that the property owners have a substantial investment that deserves recognition in the General Plan. Policies have been included to protect the existing zoning — but are intended to prevent additional commercial zoning from being approved in those areas that are not classified as Commercial Centers.

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2. General Plan objectives and programs

Goal LU-3: Protect the property rights of legally-existing non-conforming land uses.

Policy LU-3.1: Allow legally-existing non-conforming land uses to continue as a use under the provisions of the General Plan.

Implementation measure LU-3.1(a): Following the adoption of any change in the General Plan that causes a legally established use or structure to become non-conforming, the City shall allow the use to continue.

Implementation measure LU-3.1(b): A legally existing non-conforming land use or structure abandoned for a period of twelve consecutive calendar months or longer shall forfeit its status as a non-conforming land use. After twelve months, the abandoned use shall not be re-established without approval of a conditional use permit.

Implementation measure LU-3.1(c): Agriculture, timber production, and mineral resource production uses are defined as intermittent uses, and shall be entitled to maintain legally-existing non-conforming status provided that the use is not abandoned for more than twenty-four calendar months. After twenty-four months, the abandoned use or structure shall not be re-established without approval of a conditional use permit.

Implementation measure LU-3.1(d): The City's revised development code shall incorporate precise provisions for the review, repermitting, and re-establishing of legally-existing non-conforming land uses and structures.

Implementation measure LU-3.1(e): Expansion of a legally-existing non-conforming land use or structure shall require approval of a conditional use permit prior to the expansion being initiated. Expansion is defined as a measurable increase in structure area, gross floor area, developed lot coverage, or intensity of the land use as measured by measurable increases in noise, traffic, or operations occurring as a result of the expansion. Construction for purposes of maintenance, painting, improvements related to the Americans with Disabilities Act (ADA), and similar actions shall not require a use permit.

Policy LU-3.2: Lands in the unincorporated planning area with legally existing commercial zoning districts and with legally existing commercial uses shall be permitted to retain the commercial zoning.

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Implementation measure LU-3.2(a): When reviewing proposals for commercial development on lands in the unincorporated area, recognize and support the existing commercial zoning for the commercially-developed parcels.

Implementation measure LU-3.2(b): If the County refers an application for new commercial zoning within the Planning Area that adjoins a non-conforming commercial zone, the City shall notify the County that the proposal is not consistent with the City's General Plan for that area, and indicate that a General Plan amendment must be approved first.

E. Siting land use

Most property owners would appreciate the ability to select the type of land use desired for their own immediate and long-term needs. The differences between land uses make a difference in the market value of both undeveloped and developed properties. Generally it is believed that the more intense the uses of land that are permitted, the greater the value of the land. For most of the pioneering periods in American history, land use patterns were dictated reflecting or responding to other uses in the area (two saloons across the street, the barber shop on the edge of the commercial district, the dry goods and general store near each other, and similar patterns).

As America and California developed into the Twentieth Century, the ability to make one's own land use selections and choices were narrowed by a combination of peer pressure ("Jed, don't you think puttin' that store way outta town is a little far fetched?") and significant national Court cases that allowed local government to determine where land use would be located on behalf of its constituents.

The laws have evolved over the years, with additional regulations, legislatively or court-imposed environmental issue considerations, and the increasingly precarious fiscal ability of local government to continue to serve its constituents. The major purpose of the Land Use Element of the General Plan is to combine all of the written regulatory requirements and policy programs of the General Plan into a map that identifies where future land uses will occur.

In order to provide an understanding of where land uses can take place, criteria need to be placed into the General Plan so that an understanding of the reasons mapping selections were made are incorporated into the document. These criteria also establish the measure against future General Plan amendments can be considered. In this way, a property owner has a relatively strong understanding of what the City will be examining when it considers a future application to amend the General Plan land use map.

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1. Establishing criteria

In today's economy and regulatory environment, there are many considerations that local government must take into account before determining where land uses are to be located. The critical criteria established for the Mt. Shasta General Plan are (1) the classification and future capacity of the street serving the property; (2) the source of drinking water to the property; (3) the type of wastewater removal from the development and capacity of the system in the area; and (4) the types of land use patterns that already exist.

2. Land use standards

Land use standards are provided for residential and non-residential land uses. Base residential building intensity is defined in terms of the number of dwelling units per acre of gross land area.⁶ Population density on residential lands within the incorporated City limits is 2.27 persons per household.⁷ This figure is higher than the average for the overall Plan area shown on page 43. This information is used as a means of projecting the potential population that could exist within the City limits if all parcels were developed to the maximum number of units allowed and the typical families in a dwelling unit were the same as the area's average.

Explanation 4: Building footprint and lot coverage

The footprint is the size of the area on the ground that is occupied by a building.

Lot coverage is the percentage of a parcel that can be covered by the building's footprint.

Building intensity standards for non-residential uses are defined as the amount of square footage of footprint per acre allowed by the General Plan. The control over the size of the footprint is called *lot coverage*. Lot coverage is generally expressed as a percentage. For example, if the non-residential density of a 10,000 square foot parcel allows a thirty percent lot coverage, the largest building footprint permitted would be three thousand square feet. While there are more sophisticated and complex methods of measuring building intensity, the lot coverage basis is simple to calculate and implement. The total size of the building — including number of stories and total square footage — is controlled by the zoning code in terms of parking requirements, lot coverage by the building footprint, setbacks from streets and property lines, and amount of landscaped area required.

⁶/Gross land area means the land area proposed for a project prior to subdivision, dedication of land area for easements, parks, or open space, or other development.

⁷/California Department of Finance, Population Research Division, 1990.

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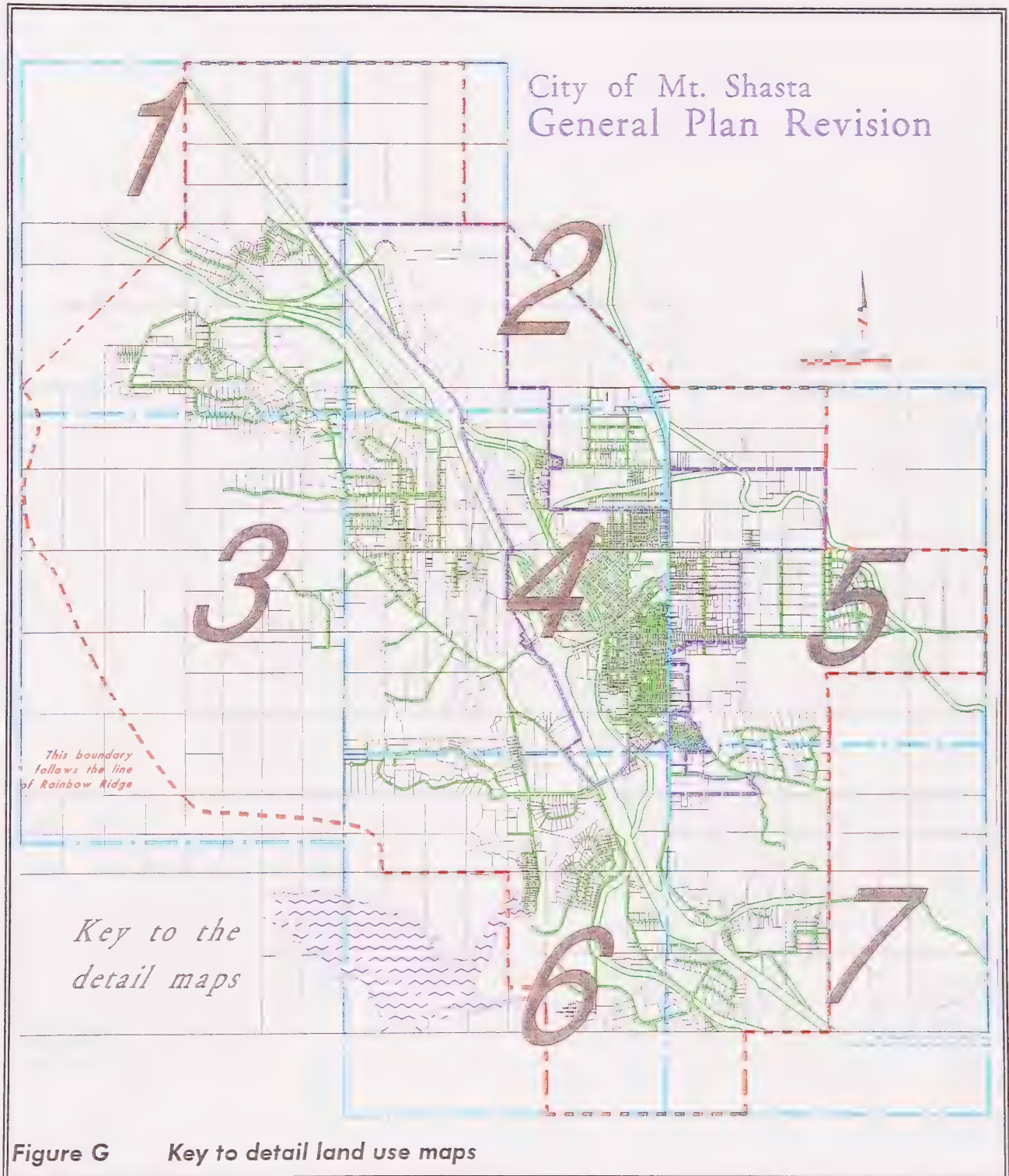
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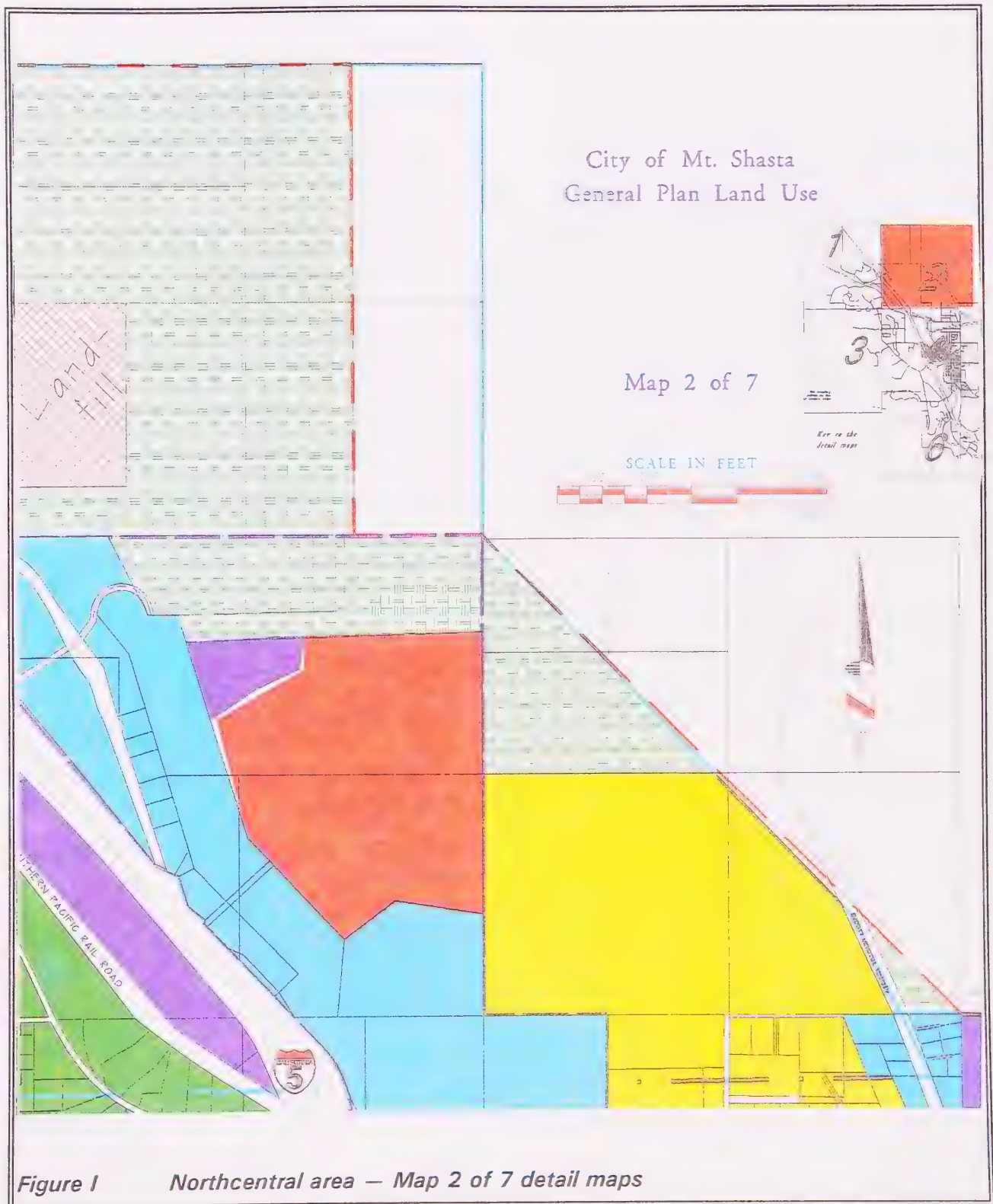


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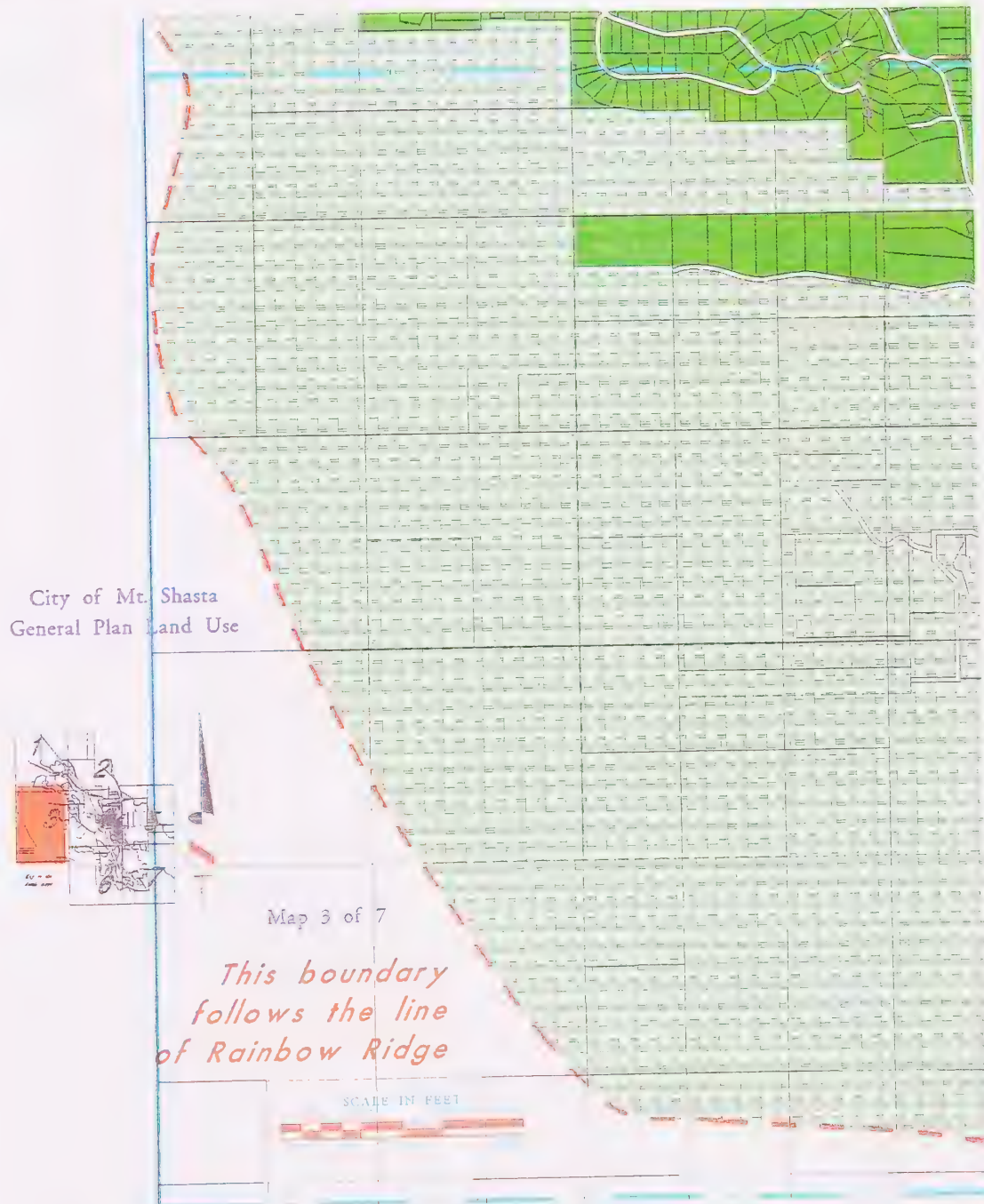


Figure J Central west area — Map 3 of 7 detail maps

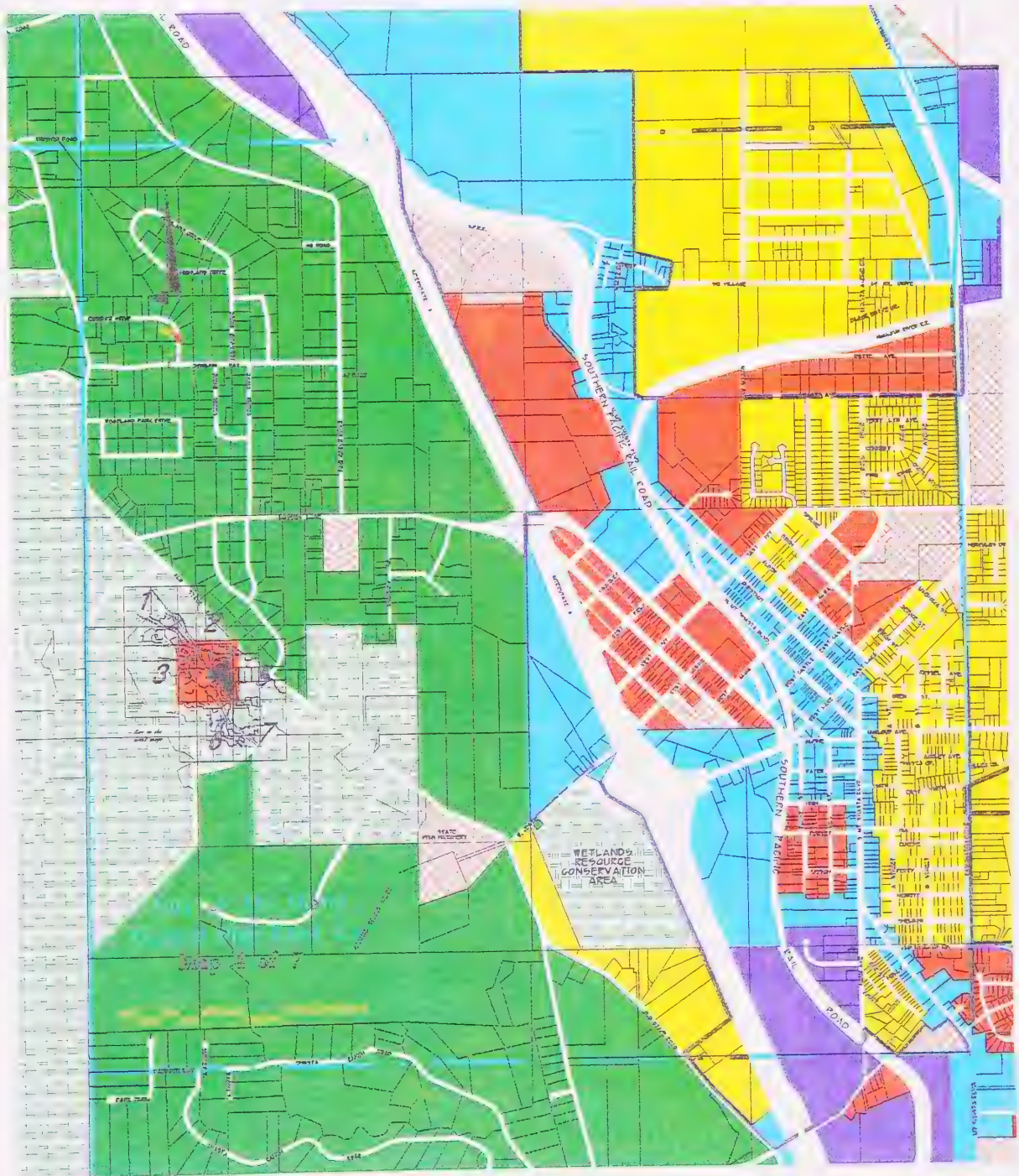


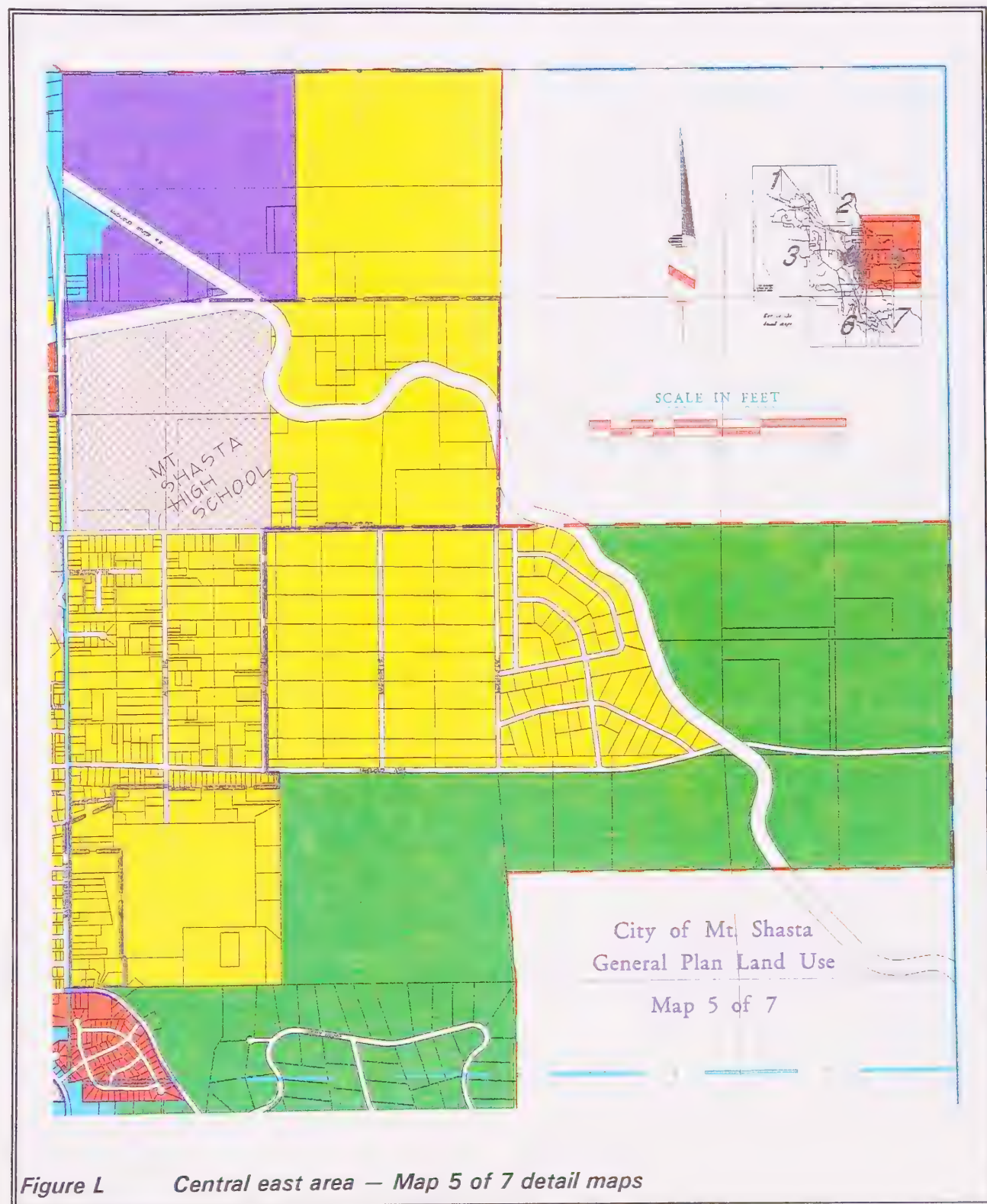
Figure K Central area — Map 4 of 7 detail maps

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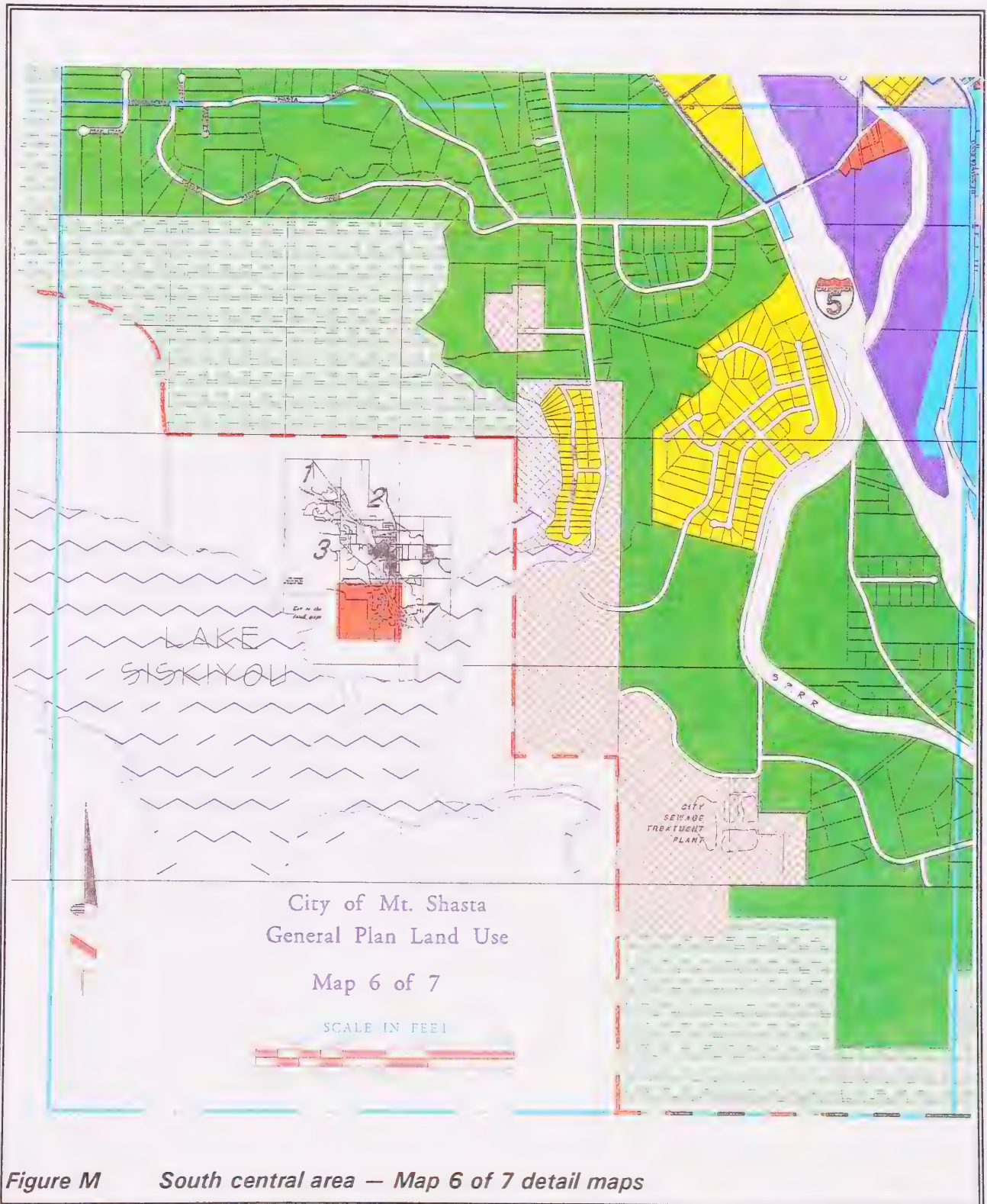
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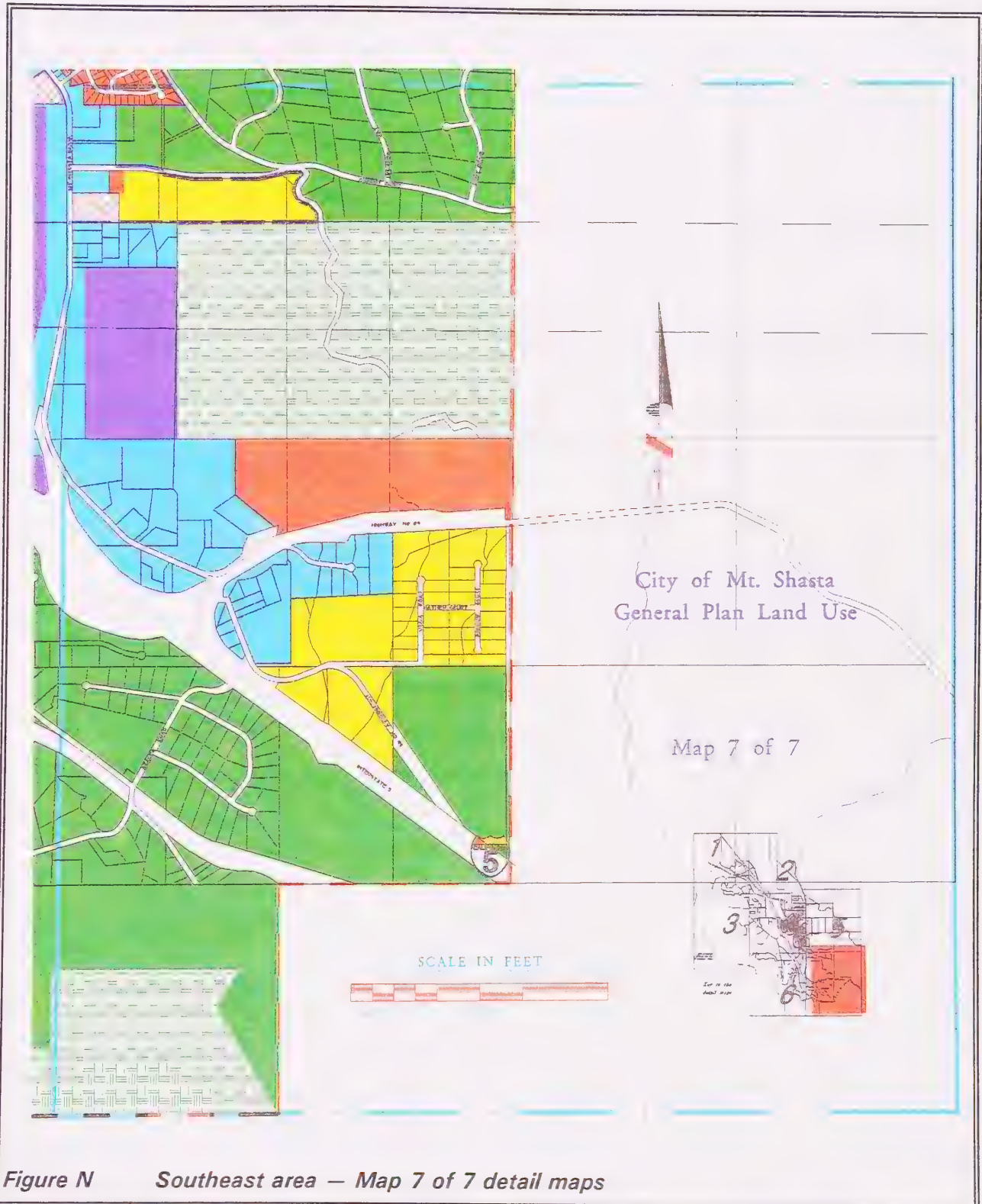
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Land Use designations, also called classifications, are the denotation that is used to identify the range of allowable uses, population density, and building intensity for the General Plan. The land use designations for the entire City and Planning Area are shown on Figure F, ? on page 34, 292. To make reading easier, the land use map is divided into seven sectional maps. The index for this is Figure G on page 35. The detail maps are Figure H through Figure N beginning on on page 36.

3. Population density and building intensity

In order to define how many dwellings or how large a commercial development can be constructed, the General Plan must specify the maximum density — number of dwelling units per acre — and the maximum building intensity — maximum amount of lot coverage permitted in an area. Population density is calculated by taking the number of residential units and multiplying those by the 2.01 persons per household (1990 Census) in a typical Planning Area household, not including the houses within the City limits.

Defining the densities that are allowed in an area is based on delivery of public services and the type of road serving the parcel.

Table V Population Density and Building Intensity

Land use classification	Road/street classification	Water and sewage service	Maximum density	Maximum intensity
Resource Land	Any street classification	Any type of water or sewage service	.201 persons/acre ⁸	1 unit per 10 acres ⁹
Rural Residential	Arterial	Public water, public sewer	2.01 persons/acre	1 unit per 1 acre
		Well water or septic system	.804 persons/acre	1 unit per 2½ acres
	Collector	Public water, public sewer	2.01 persons/acre	1 unit per 1 acre
		Well water or septic system	.804 persons/acre	1 unit per 2½ acres

⁸/State law requires that this table show the maximum population density (persons per acre) and building intensity (number of dwelling units per acre). In order to comply, the data under maximum density represents the population per household (2.01 persons) multiplied by the number of dwelling units per acre. Parcels of more than one acre have fewer than 2.01 persons per acre as a population density.

⁹/When the number of permitted units is a fraction, the property owner shall be allowed to seek approval of the next highest whole number. For example, if the density allows 2.01 units, the property may be allowed to apply for three units. Approval of the units is discretionary. Calculations shall be based on two decimal places.

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Land use classification	Road/street classification	Water and sewage service	Maximum density	Maximum intensity
	Residential	Any type of water or sewage service	.804 persons/acre	1 unit per 2½ acres
	Rural	Any type of water or sewage service	.804 persons/acre	1 unit per 2½ acres
General Residential	Arterial	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	12.06 persons/acre	1-6 units per acre
	Collector	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	12.06 persons/acre	1-6 units per acre
	Residential	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	6.03 persons/acre	1-3 units per acre
	Rural	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	2.01 persons/acre	1 units per acre
Community Residential	Arterial	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	30.15 persons/acre	1-15 units per acre
	Collector	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	20.1 persons/acre	1-10 units per acre
	Residential	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	12.30 persons/acre	1-6 units per acre
	Rural	Well water or septic system	.804 persons/acre	1 unit per 2½ acres
		Public water and sewage system	2.01 persons/acre	1 units per acre

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Land use classification	Road/street classification	Water and sewage service	Maximum density	Maximum intensity
		Public water and sewage system	6.03 persons/acre	1-3 units per acre
Commercial Center (Residential uses in commercial zones usually require approval of a Conditional Use Permit)	Freeway (refers to interchange areas)	Well water or septic system	No residential uses:	25% lot coverage
		Public water and sewage system	noise impacts	50% lot coverage
	Expressway	Well water or septic system	No residences	25% lot coverage
		Public water and sewage system	30.15 persons/acre	65% lot coverage (1-15 du ¹⁰)
	Arterial	Well water or septic system	2.01 persons/acre	25% lot coverage (1 du)
		Public water and sewage system	30.15 persons/acre	80% lot coverage ¹¹ (1-15 du)
	Collector	Well water or septic system	.804 persons/acre	25% lot coverage (1 du/2½ ac)
		Public water and sewage system	20.10 persons/acre	60% lot coverage (1-10 du)
	Residential	Well water or septic system	.804 persons/acre	No commercial uses (1 du/2½ ac)
		Public water and sewage system	12.06 persons/acre	No commercial uses
	Rural	Well water or septic system	.804 persons/acre	25% lot coverage (1 du/2½ ac)

¹⁰/du means dwelling units per acre.

¹¹/On parcels in the downtown area, 100% lot coverage is permitted, provided that some landscape or streetscape beautification is a part of the development plan, and a condition of any permits.

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Land use classification	Road/street classification	Water and sewage service	Maximum density	Maximum intensity
		Public water and sewage system	6.03 persons/acre	25% lot coverage (1-6 du)
Employment Center (No residential uses)	Freeway	Well water or septic system	1 unit per existing parcel	25% lot coverage
		Public water and sewage system		75% lot coverage
	Expressway	Well water or septic system	1 unit per existing parcel	25% lot coverage
		Public water and sewage system		75% lot coverage
	Arterial	Well water or septic system	1 unit per existing parcel	25% lot coverage
		Public water and sewage system		60% lot coverage
	Collector	Well water or septic system	1 unit per existing parcel	25% lot coverage
		Public water and sewage system		40% lot coverage
	Residential	Well water or septic system	1 unit per existing parcel	Must up-grade road to Collector standard
		Public water and sewage system		
	Rural	Well water or septic system	1 unit per existing parcel	Must up-grade road to Collector standard
		Public water and sewage system		
Public Lands	All roads	Well water or septic system	Density and intensity does not apply to public projects. Each project judged on merits and impacts. One caretaker per parcel (2.01 persons per parcel)	
		Public water and sewage system		

F. Resource Land Use

1. General Plan summary

Lands within this classification generally are endowed with soil types or geologic characteristics that make it possible for the property owner to use the land for commercial and economically viable resource uses. The principal resource uses that are found in the Mt. Shasta area include mineral resource production — the harvest and processing of construction material or precious metals; agribusiness — the growth of orchards, vineyards, row crops, or livestock/poultry production; and timber production — the silvaculture, management, harvest, and production of timber resources. Though no sources are identified within the Plan area, geothermal production would also be included as a resource land use. Resource Land is one of two classifications that includes open space lands. This category includes both public and private open space that are used for natural resources, natural habitat, recreation, and enjoyment of scenic beauty. Specific types of open space within the Resource Lands are shown in ? on page ? and wetland resource lands are shown separately on Figure R, Figure R on page 94, 96.

Privately owned Resource Lands are not permanent Open Space, although some RL lands may appear to serve that purpose due to the lack of visible or developed use of the property. The Plan does not use the Open Space classification for lands that may be used for resource purposes in order to avoid future conflicts over the definition of whether open space may be "developed" as a for timber harvest, mining, or other resource uses.

There is a detailed discussion about the types of resource lands and policies applicable to the various types of lands in the Open Space and Conservation Element, Chapter V, beginning on page 91. The Land Use element addresses resource lands from the perspective of which lands within the Plan area are to be classified as resource lands. There are no lands within the incorporated City limits that meet the standards for resource lands.

2. Siting criteria

To be classified as a Resource Land, the parcel must satisfy criteria for its designation. This may include a proposal to use the land for a resource use, such as timber harvesting, agribusiness, or mineral resource production, or it may be based on actual defined findings from the Open Space and Conservation Element. Traditionally, lands are not usually changed from urban to Resource Land classifications. Usually the requests are to shift the lands from Resource Land to an urban classification as a result of changes in community development patterns.

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Natural resources generally cannot be moved or directed to alternate sites. For example, mineral resources are located on the lands that have appropriate geologic substrata and minerals available for economic extraction. Timberlands are much the same way; the land must have commercial-grade timber available for harvest.

G. Residential Land Use

I. General Plan summary

Residential development within Mt. Shasta historically took place adjacent to the commercial district along Main Street. Older residential neighborhoods extend along Mt. Shasta Blvd. During the post-war period, housing was developed in outlying areas. Since the 1970s, substantial rural residential development has occurred outside the City limits. Traditionally in rural communities, residential development follows urban-style development patterns. Smaller parcels and higher density development is located closest to the center of the City, outlying parcels tend to increase in size. Exceptions may occur with multiple family residential parcels located on main roads but outside the central areas of town. This takes place because multifamily developments require larger land areas than typically remain available in the central portions of town. Mt. Shasta follows this pattern.

Additionally, there is sometimes a tendency towards conflicting land use patterns in the unincorporated areas adjoining a rural community. To reduce capital and operating costs, smaller communities, including Mt. Shasta, tend to provide urban services, such as treated water or sewage disposal, to parcels through the formation of a service district. When this occurs, County governments tend to permit urban-density development in the unincorporated area surrounding a City. This results in a pattern of development that tends to draw upon City services without providing offsetting tax revenues to the community.

Residential ownership opportunities are changing with the economy. Conventional wisdom has looked at housing as being either a "condo" or "single family home." Effectively, with today's construction techniques, the cost of land and facilities, and other construction features, it is possible to offer home ownership with the units being attached — such as a townhome or condominium unit — or detached, such as a conventional single family home. Other types of detached housing are also possible. For example, a parcel that may have areas delineated as a wetland could maintain the same land use density by clustering detached housing units on smaller parcels (three to four thousand square feet instead of six to seven thousand square feet, as an example), and preserving the wetland area as open space. Zoning codes traditionally make this a complex process. By eliminating "minimum parcel size" and focusing on "maximum development density" instead, the complications associated with clustering can be avoided. The Mt. Shasta General Plan approaches

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residential development from the perspective of the number of units per acre, not the amount of land area per unit.

a. Community Residential development

High density or multi-family residential development within the planning area include some older projects which tend to contain a small number of units as well as newer larger volume developments. Rezoning of the Central Business District (CBD) fringe for higher density residential development led to numerous smaller multi-family projects. Substantially larger and newer multi-family developments are located to the west of the CBD.

Conventionally, residential development within an City is divided into "multi-family," occasionally "triplex" and "duplex," and "single family residential." These classifications were effective in the days of six percent/twenty year mortgages, unlimited financing of governmental services, and big company jobs-for-life. The economic community has changed substantially over the years. Housing costs are exceeding the income capabilities of most families with two incomes. Net personal income has actually declined in the last decade as high-paying jobs with mills or corporations are eliminated through closures or corporate downsizing.

In order to achieve an objective of providing decent housing that Mt. Shasta families can afford, a fresh perspective in terms of housing development is proposed. With infrastructure available inside the City limits, it becomes advantageous to make residential lands available for a combination of densities and housing ownership patterns. Some of the options would include conventional single family homes and multi-family development. However, rather than focusing on the *type* of structure or ownership, the General Plan will consider the *density* of housing. This approach will simplify consideration of newer housing concepts and ownership opportunities, such as Planned Unit Developments and cooperative housing ownership.

Criteria used for siting Urban Density Residential will focus on the road classification serving the property proposed for development, the capacity of that road or need for improvements, and the availability of public facilities to serve the property with domestic water and removal of wastewater. Additional considerations that can result in changes in the maximum density may also include the potential for flooding or inundation, the delineation of wetlands, and the location of noise contours.

b. General Residential development

Low density or single family residential development has occurred in the Mt. Shasta area during different periods. Originally, single family residential development took place adjacent to the commercial district along Main Street. Older single family residential neighborhoods still flank Mt. Shasta Blvd. through most of the town. During the post-war

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period housing was developed in the outlying area extending westward along Caroline and Carmen Streets and Kenneth Way.

General Residential development is the classification that is used for land that is best suited for conventional detached single family residential development on individual parcels of land. The maximum density is six units per acre of gross land area in this classification. While it is anticipated that most General Residential development will occur in traditional single family detached housing patterns, the use of clustering is permitted.

c. Rural Residential development

Rural Residential development consists of single family housing which is located on larger parcels. As in other rural areas of the State, Mt. Shasta experienced expansion of rural residential development starting in the 1970's. Substantial new low-density residential development took place outside the City limits, notably west of Interstate 5 and in the Eastside area. This included the re-subdivision of the Adams/Jefferson neighborhood within the City and development of Monte Shasta, Shasta Uplands, Sun Mountain Subdivision and numerous other smaller subdivisions north of Lassen Lane. Some rural residential development in the area today is occurring upon the hillsides.

2. Residential lands siting criteria

a. Population density and building intensity

Table V on page 43 shows the maximum densities for Residential lands. Other factors, in addition to or in combination with criteria on Table V, that may cause a closer look at the maximum density on a site-specific basis will include proximity to streams, resource lands, and natural features of the property, such as wetlands or slopes.

b. Density transfer

The concept of density transfer as used in the Mt. Shasta General Plan is similar to density averaging. It applies only within a project area. A simple use of density transfer might be on a 20 acre parcel that has a density of one dwelling per five acres. The density transfer provision in the Mt. Shasta General Plan would allow the property owner to create a number of different types of subdivisions. The maps could depict four five-acre parcels, three 2½ acre parcels and one 12½ acre parcel, or any other combination of not more than four parcels. The parcel sizes and dimensions would have to conform to building, land development, and health codes.

A more traditional density transfer involves the construction of a planned unit development or cluster residential project. In this scenario, the density is transferred to

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townhomes or patio homes and the remaining land are retained in joint tenancy or by a homeowner association. The density transfer concept encourages and simplifies clustering in conformance with the land development code and other implementing programs.

Density transfer is a special development privilege. When it is approved, the remaining parcel — whether it is open space or common area — shall be placed in a zoning district called the Existing Parcel Size (X) combining district. This permanent zone, which cannot be revoked, will be used to ensure that the open space remains open.

Density transfer shall be at the City's discretion. The Planning Commission and City Council will need to assess the affects of density transfer on the existing characteristics of a neighborhood. In an area, for example, where there is a predominance of traditional single family home on suburban- or estate-sized lots, allowing attached housing may not be compatible.

3. General Plan objectives and programs

Goal LU-4: Provide opportunities for a broad variety of housing types.

Policy LU-4.1: Facilitate the development of housing in a logical pattern.

Implementation measure LU-4.1(a): Permit higher densities in conformance with the requirements of population density and building intensity reflected in Table V in areas with City services and adequate roads.

Implementation measure LU-4.1(b): Establish lower densities in outlying areas and the unincorporated planning area.

Implementation measure LU-4.1(c): Preclude urban density residential development in the unincorporated planning area.

Goal LU-5: Facilitate the use of clustering to encourage creative site planning resulting in open space areas as a part of new development.

Policy LU-5.1: Allow onsite density transfer to accommodate clustered development without unnecessary or extra permitting requirements.

Implementation measure LU-5.1(a): Amend the Land Development code to allow for the use of onsite density transfer and the use of density rather than minimum parcel size without requiring Planned Development or special permit hearings.

Implementation measure LU-5.1(b): Allow for onsite density transfer as a part of the subdivision process.

Implementation measure LU-5.1(c): If onsite density transfer is utilized, as a part of the overall development approval, amend the land development code to include an automatically applied combining district, the Existing (X) Parcel Size combining district, that defines that the parcel cannot be further subdivided. The "X" zone change is permanent and non-revocable.

Implementation measure LU-5.1(d): Density transfer shall be at the discretion of the City. The development code shall include requirements for Planning Commission approval of density transfer projects and of the size of parcels or other design features of the density transfer project.

H. Commercial Center land use

I. Summary

Mt. Shasta's commercial core was originally developed along and oriented to the Southern Pacific Railroad. As U.S. 99 (now Mt. Shasta Blvd.) was improved, the town extended along the highway alignment. Since the completion of Interstate 5, commercial areas have extended westward toward the freeway.

a. Central Business District — Downtown

The downtown area of Mt. Shasta centers around the intersection of Mt. Shasta Boulevard and Lake Street. The stores in the area are representative of the traditional downtown, providing goods and services to both residents as well as visitors to the area.

b. North and South Mt. Shasta Blvd.

Mt. Shasta Boulevard, prior to completion of Interstate 5, provided the major north-south transportation link through the area. Commercial development extended along the highway from the downtown. This development was less intensive than that found in the downtown and was oriented toward the automobile. Many of the motels, restaurants, and auto-oriented businesses are found along this stretch of the old highway.

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c. West Lake Street

Most new commercial development in Mt. Shasta has occurred along West Lake Street which was extended west to meet Interstate 5 shortly after completion of the freeway. Commercial development in this area serves the needs of freeway users as well as visitors and local residents. The major shopping center for the area is located on West Lake Street at the Freeway.

d. Other Commercial Development

Other commercial development exists in the planning area providing convenience shopping to local residents. These land uses are scattered throughout the Planning Area.

2. Siting criteria

In the past, communities such as Mt. Shasta have developed a number of classifications for commercial land uses. Sometimes the uses were separated with broad nomenclature like "General Commercial" or "Regional Commercial." Other classifications were created for "Neighborhood Commercial," "Retail Commercial," "Office Commercial," "Visitor Commercial," or similar titles. In small communities, the distinctions between one commercial classification over another is blurred.

Commercial land uses can be viewed in varying degrees of intensity. Some uses are seen as being a problem or a potential nuisance when sited near residential areas, noise sensitive areas, or schools. Other uses providing some goods and services for the area are viewed as compatible with residential areas. The problem that faces a rural community is what makes a commercial use acceptable in one area and not in another.

The General Plan identifies commercial land use sites. It is the role of the development code (such as a zoning ordinance) to define which land uses are allowed and what development standards are acceptable.

a. Location, location, location

General commercial land siting criteria are reflected on Table V on page 43. Other performance standards related to land use characteristics are reflected in the General Plan Objectives and Programs that establish the goals related to commercial land uses. In addition to the criteria in Table V and the implementing programs of this element, site specific factors related to natural resources, available services, and adjoining land uses may have an effect on the building intensity allowed by the Plan.

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Generally, when a business person seeks to locate a business, the perfunctory expression used for finding the best site is "location, location, location" as the three most important criteria. For the City to define which properties should be placed into the Commercial Center, the criteria are not that different. When using planning terminology, the location-location-location concept becomes the three A's — access, available services, and adjoining use.

Access. As a location issue, access is based on the type of road that will bring customer traffic to a business. Generally, businesses that must draw customers into the store for their ongoing success prefer sites located on streets with high traffic volume. A street carrying heavy traffic is almost always classified as an arterial or major collector. The greater the need for customer traffic, the more important it becomes to site the Commercial Center land use on a road capable of safely handling commercial traffic volume.

Available services. From several perspectives, available services are a location factor. Many Commercial Center land uses require greater larger water and sewer line capacities and demand more electricity and phone service than residential development. Depending on the nature of the business, the size of the services needed may have an effect on where that business can locate. If one or more services are not available in the size or quantity required, the business may incur an expense for extending the service to the site. This can add substantially to the capital cost of starting a business or constructing the building.

Availability of services have another impact on a business' site. If a service line has to be extended past undeveloped parcels or non-commercial uses to reach the selected building site, the entrepreneur may be required to pay for excess capacity in the utility extension (See Explanation 5). Generally, the person requiring the extension pays for the construction cost — including excess capacity — and is then reimbursed for the extra costs as other development occurs. This extra cost at the time of construction can add a burden to the business in terms of the amount of rent paid, funds mortgaged, or the long-term cost of doing business.

Explanation 5: Excess capacity

Excess capacity when referring to the extension of a utility means that the utility extension will be constructed to a size larger than what is needed at the present time. The larger size is constructed in anticipation of meeting future needs in the area. The difference between the size needed today and the actual size being constructed is called excess capacity.

Adjoining use. The types of land uses adjoining a Commercial Center parcel can have an impact on the basis of the land use compatibility issue. One type of business, such as a medical office, may be able to blend visually with adjoining residences. However, the use may not be compatible if the office will be large enough to generate more traffic than is usually found in or near a residential neighborhood. A business that tends to be open late at night or early in the morning may not work in a location near residences, but might be appropriately sited at a street intersection with fewer houses around.

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b. Classifying commercial uses

There are a number of methods as to how the City can address the issues of location and the three A's. These are through the use of a number of different commercial designations, diverse zoning districts, and through the use of conditional use permits.

Traditionally, multiple commercial designations have been used in General Plans. Many communities separate commercial designations into "Local" or "Neighborhood" commercial, "General" or "Regional" commercial, and other hybrid designations, such as "Freeway," "Tourist," or "Office" commercial. In larger cities, especially where terrain and population encourage unconstrained physical growth, these types of land uses may make sense.

In a rural community like Mt Shasta, even though the General Plan defines categories, the zoning ordinance has difficulty in making the distinction between the broad categories of uses. For example, some jurisdictions might allow a "mom and pop store" as a neighborhood commercial use, but not a Seven-11. Uses may have been classified this way in the past, today the economy is changing too quickly for land use policies to maintain the fine distinction between "freeway" commercial and "regional" or "general" commercial.

For example, one use that was never anticipated when most zoning and land use codes were written is the video rental store. This business classification requires high volumes of customer traffic. Zoning tends to treat this as an "other" retail use, placing it in a classification with a clothing store or record store. In actuality, video rental stores have customer traffic more in common with a convenience store than a record store. Traffic comes in surges, usually in the early evening and just before the "late charge" cut-off time. In many communities, siting a convenience market (even without gas pumps) close to a residential neighborhood draws much criticism, but the family-oriented video rental store does not. The traffic patterns are the same, but convenience stores tend to sell products that are considered inappropriate for residential neighborhoods — tobacco and alcohol products.

The traditional approach results in blurred distinctions between land uses. When is a restaurant "visitor commercial" and when is it "general commercial?" At what point is a retail store oriented to "neighborhoods" rather than the "general community?" These questions are not well defined in communities the size of Mt. Shasta. Rather than trying to use yesterday's business categories for tomorrow's economy, the General Plan remains general, and uses broad standards to define where commercial land uses can be located.

**Explanation 6:
Conditional use
permits**

A conditional use permit is a development permit that requires approvals by the Planning Commission or City Council, either of which may place conditions on the permit approval.

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Implementing tools, such as the revised land development code, will define what intensity of commercial uses can go in which specific locations. This approach adds flexibility to changes in the economy and community values.

3. General Plan objectives and programs

Goal LU-6: Encourage customer-oriented businesses in Commercial Center areas.

Policy LU-6.1: Identify lands that are suitable for customer-oriented businesses.

Implementation measure LU-6.1(a): Commercial Center lands shall derive access from a road classified as an arterial or major collector.

Implementation measure LU-6.1(b): Commercial Center lands shall have access to a public water supply and public sewage disposal system.

Implementation measure LU-6.1(c): Prior to the conclusion of the short-term planning period, amend the land development code to establish performance criteria that will assist in the siting of Commercial Center. Include within the amended code standards for the following:

- Intensity of business and types of land uses based on the relationship of the volume of traffic and type of vehicles based on the access road classification.
- Intensity of business and types of land uses based on the existing and proposed land use classifications that adjoin the commercial parcel.
- General definitions to separate those businesses by market and customer segments from areas within the City.

Goal LU-7: Support the economic viability and success of downtown Mt. Shasta.

Policy LU—7.1: Encourage an attractive downtown business center.

Implementation measure LU—7.1(a): Incorporate beautification and design standards for new construction and exterior remodeling for downtown businesses.

Implementation measure LU—7.1(b): Continue supporting the Beautification Committee in its efforts to establish a program to enhance the attractiveness of the Mt. Shasta area.

Policy LU—7.2: Support economic growth in the downtown area.

Implementation measure LU—7.2(a): When reviewing environmental documents concerning construction of Commercial Center facilities of more than forty

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thousand square feet (major commercial centers) located away from the downtown area, ensure that there is a economic impact analysis provided as a part of the environmental document.

Implementation measure LU—7.2(b): Ensure that alternative sites in the Downtown area are considered prior to approving major commercial center development that may draw traffic and customers away from the central business district.

I. Employment Center lands

1. Summary

The timber industry, agriculture and rail transportation formed the early and important mainstays of the Mt. Shasta area economy. Commercial agriculture has now dwindled. After the 1950 to 1970 boom years, the timber industry has stabilized at a lower levels and is not expected to substantially increase in activity. Major growth in railroad operations is not expected either.

Today the area's economy is largely based upon providing goods and service to residents and visitors to the Mt. Shasta area. According to 1980 census figures retail trade and services provided for 40 percent of the City's employment. Manufacturing employed 14 percent, transportation and public utilities employed 11 percent and government employed 10 percent of the population.

Future economic growth in the area is expected to be strongest in areas associated with recreational development. The prospect of new ski-area development may cause expanded economic growth. The aesthetic and recreational amenities of the Mt. Shasta area will continue to attract new residents needing goods and services. Some businesses will relocate to the area largely because of the amenities offered by living in Mt. Shasta.

2. Siting criteria

Industrial lands are traditionally divided into two classifications, "Heavy" and "Light." This break-down goes back to the days when "heavy industry" had huge smokestacks billowing steam, smoke, or gasses into the sky. "Light industry" was considered "clean manufacturing" because such facilities had no smokestacks. Industry in American does not neatly fit into these categories any longer. Many of the "heavy" industries are closed. Some of the "clean" industries were found to be serious polluters of groundwater rather than the air. Today, the issue of jobs center on what type of employment is feasible in a rural

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Table VI: Employment trends, 1989-1992

Industry	1989	Percent	1990	Percent	1991	Percent	1992	Percent
Total, all industries	14,575		14,575		14,375		14,800	
Total agriculture	925	6.35%	1,050	7.20%	1,100	7.55%	1,100	7.55%
Agriculture production	675	4.63%	725	4.97%	750	5.15%	750	5.15%
Agriculture services	250	1.72%	325	2.23%	350	2.40%	350	2.40%
Total non-agriculture	13,650	93.65%	13,525	92.80%	13,275	91.08%	13,700	94.00%
Service business	550	3.77%	550	3.77%	550	3.77%	575	3.95%
Manufacturing	2,050	14.07%	1,625	11.15%	1,250	8.58%	1,450	9.95%
Timber-related mfg	1,675	11.49%	1,325	9.09%	1,000	6.86%	1,200	8.23%
Other manufacturing	375	2.57%	300	2.06%	250	1.72%	250	1.72%
Service business	875	6.00%	875	6.00%	875	6.00%	875	6.00%
Service business	425	2.92%	425	2.92%	425	2.92%	425	2.92%
Service business	2,500	17.15%	2,600	17.84%	2,650	18.18%	2,750	18.87%
Service business	400	2.74%	400	2.74%	400	2.74%	400	2.74%
Service business	2,525	17.32%	2,625	18.01%	2,700	18.52%	2,800	19.21%
Government	4,325	29.67%	4,425	30.36%	4,425	30.36%	4,425	30.36%
Federal employees	1,175	8.06%	1,150	7.89%	1,150	7.89%	1,150	7.89%
State employees	450	3.09%	450	3.09%	450	3.09%	450	3.09%
Local employees	2,700	18.52%	2,825	19.38%	2,825	19.38%	2,825	19.38%

community, such as Mt. Shasta.

For purposes of the Mt. Shasta General Plan, the term "industrial" lands will not be used. Land area set aside for Primary Employment is the classification. Employment Center land uses not only include the timber industry — such as reestablishing the old mills — but also encompass the new service industry — such as an insurance claims processing center. The basic difference between a commercial use and a Primary Employment use is that the Employment Center does not require intermittent customer traffic in order to be successful. An Employment Center land use has traffic generated by employees during set periods of the day, possibly freight traffic in and out during the day, and occasional visitors or vendors. The Employment Center land use derives the major portion of its financial success from customers who are outside of the area.

General commercial land siting criteria are reflect-

ed on Table V. Other performance standards related to land use characteristics are reflected in the General Plan Objectives and Programs that establish the goals related to commercial land uses. In addition to the criteria in Table V and the implementing programs of this element, site specific factors related to natural resources, available services, and adjoining land uses may have an effect on the building intensity allowed by the Plan.

In today's climate of environmental regulations, most newly constructed industry facilities — no matter what the prior environmental history of the business category — must conform to current standards. For this reason, in terms of air quality and water quality,

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it is feasible for any industry to become a "clean" industry. The major issues associated with siting will then focus on issues of community importance: traffic and access, available facilities, noise, and appearances.

There are many similarities about the land use criteria for siting Commercial Center and Employment Center land uses. The major differences center on transportation and traffic patterns.

Many Employment Center uses need to be able to receive raw materials from suppliers, move a product from the facility to market, and safely mix the transport traffic with passenger traffic. Some larger facilities may even support rail freight. The employees of an Employment Center use tend to work in shifts where all or a mix of employees need to safely travel from home to work to home again.

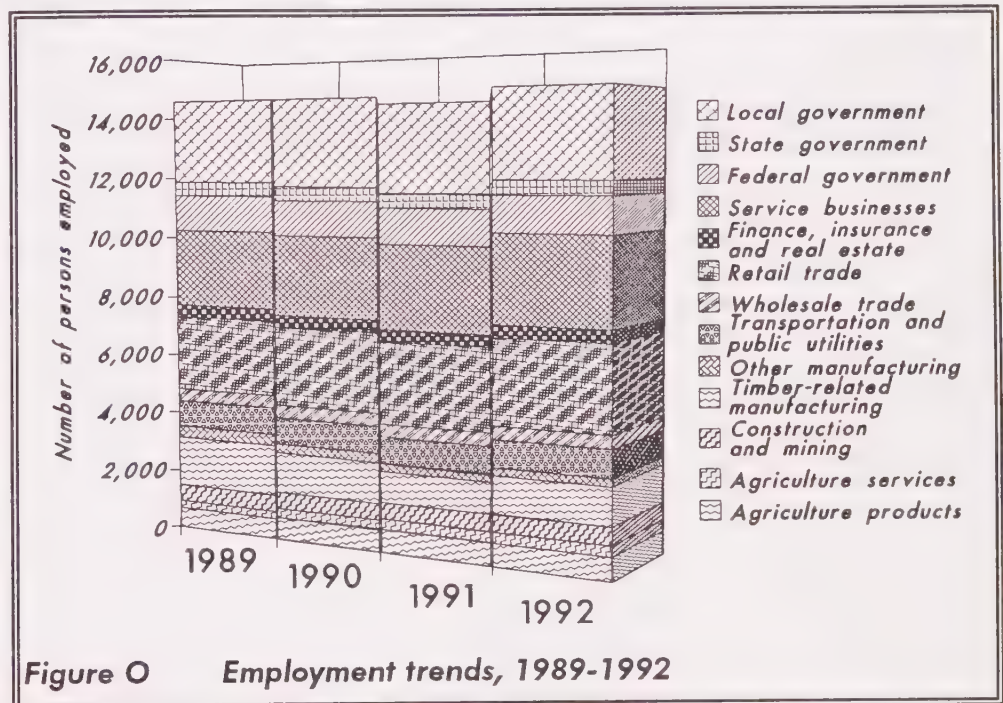


Figure O **Employment trends, 1989-1992**

Employment Center uses that require equipment to perform services or create products may generate substantially more noise on a continuing basis than uses the noise levels of the typical Commercial Center use. Larger Employment Center uses may require exterior storage, warehousing space, or larger land areas than the typical Commercial Center use. In order to accommodate the long-term need to provide for Employment Center land uses, the thrust of the General Plan is to be as flexible as possible.

Because some Employment Center uses may, through design features, be compatible in Commercial Center areas, it is feasible under the provisions of the General Plan in the Objectives and Programs (in §III.I.3 beginning on page 60) that an Employment Center use can be sited on Commercial Center lands. However, the long-term City need for primary employment jobs results in a policy program that discourages Commercial Center-type uses on Employment Center lands. This land retention is important for the City, even if this means that there are tracts of Employment Center land that may not be developed during the short-term planning period or even the intermediate-term planning period. One major

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purpose of Employment Center land is to retain adequately-sized tracts of undeveloped land to accommodate the future needs of a larger employer for the area.

Mt. Shasta has a strategic need to ensure that there is land area available within the City to provide for primary employment. The concept of primary employment is not intended to lessen the economic support that employees of customer-oriented businesses provide in the community. The difference is that the Employment Center uses are intended to create employment opportunities that are not directly dependent on the economy of the Mt. Shasta area. Over the long-term, this type of employment in businesses that are responsible to the national and global economies, provide a benefit to the community of directly employing area residents, who in turn shop locally, which allows the local customer-oriented business sector to expand and provides additional employment.

3. General plan objectives and programs

Goal LU-8: Encourage businesses that provide primary employment.

Policy LU-8.1: Establish locations expressly for Employment Center land uses.

Implementation measure LU-8.1(a): Amend the land development code to clearly define the zoning districts permitted in the Employment Center land use designation.

Implementation measure LU-8.1(b): Locate Employment Center land uses in areas with suitable current or future public services and transportation which ensures that lands have access to an arterial or major collector road, public water supply, and public sewer system.

Implementation measure LU-8.1(c): Define Employment Center compatible land uses in the land development code to prevent these land areas from becoming commercially-oriented to the local customer market.

Goal LU-9: Protect the City's long-term need to conserve land area for Employment Center development.

Policy LU-9.1: Identify larger tracts of land with the potential to serve as Employment Center lands, and retain them for future development.

Implementation measure LU-9.1(a): Site Employment Center lands with an emphasis on transportation, land use compatibility, existing and future public facilities and services in conformance with the requirements specified in Table V, Population Density and Building Intensity.

Implementation measure LU—9.1(b): Ensure that project approvals on Employment Center lands continue to meet the goal of providing primary employment for area residents.

J. Public Facilities and Services

I. General Plan summary

a. Fire Protection

Fire protection services and emergency response in the planning area are provided by the Mt. Shasta Fire Department and Mt. Shasta Fire Protection District. The Fire Department and Fire Protection District operate as one unit under mutual agreements. Fire protection services are largely provided by volunteer firefighting personnel. The Chief receives a salary; and the assistant chief, deputy chief and secretary receive partial compensation. Volunteer fire fighters receive minimal fire pay.

The Department maintains two facilities within the City: the main station adjacent to City Hall near Lake Street and Mt. Shasta Boulevard and an equipment garage located west of the railroad tracks. The Department has an additional station located on North Old Stage Road outside the City limits. The Department is negotiating for another facility in the Springhill development. The District owns a site on West Ream Avenue and anticipates building a fire station on the property within one to two years.

Communities are classified with respect to their fire defenses and physical characteristics as a aid to underwriting fire insurance. These classifications are referred to as ISO (Insurance Service Offices) ratings and range from 1 to 10. An ISO rating of 1 is the highest level of fire protection and 10 is the lowest. The City of Mt. Shasta currently has an ISO rating of 5 and the a Planning Area ISO rating of 8.

Future fire protection needs include upgrading equipment and the placement of adequate facilities in relation to current and future development patterns. Some fire protection equipment is becoming dated and needs to be replaced. Also, relocation of the main fire station is being considered due to increasing traffic on West Lake Street and the event of Lake Street being blocked by a train. Other fire protection facilities will be needed as new development occurs in the area.

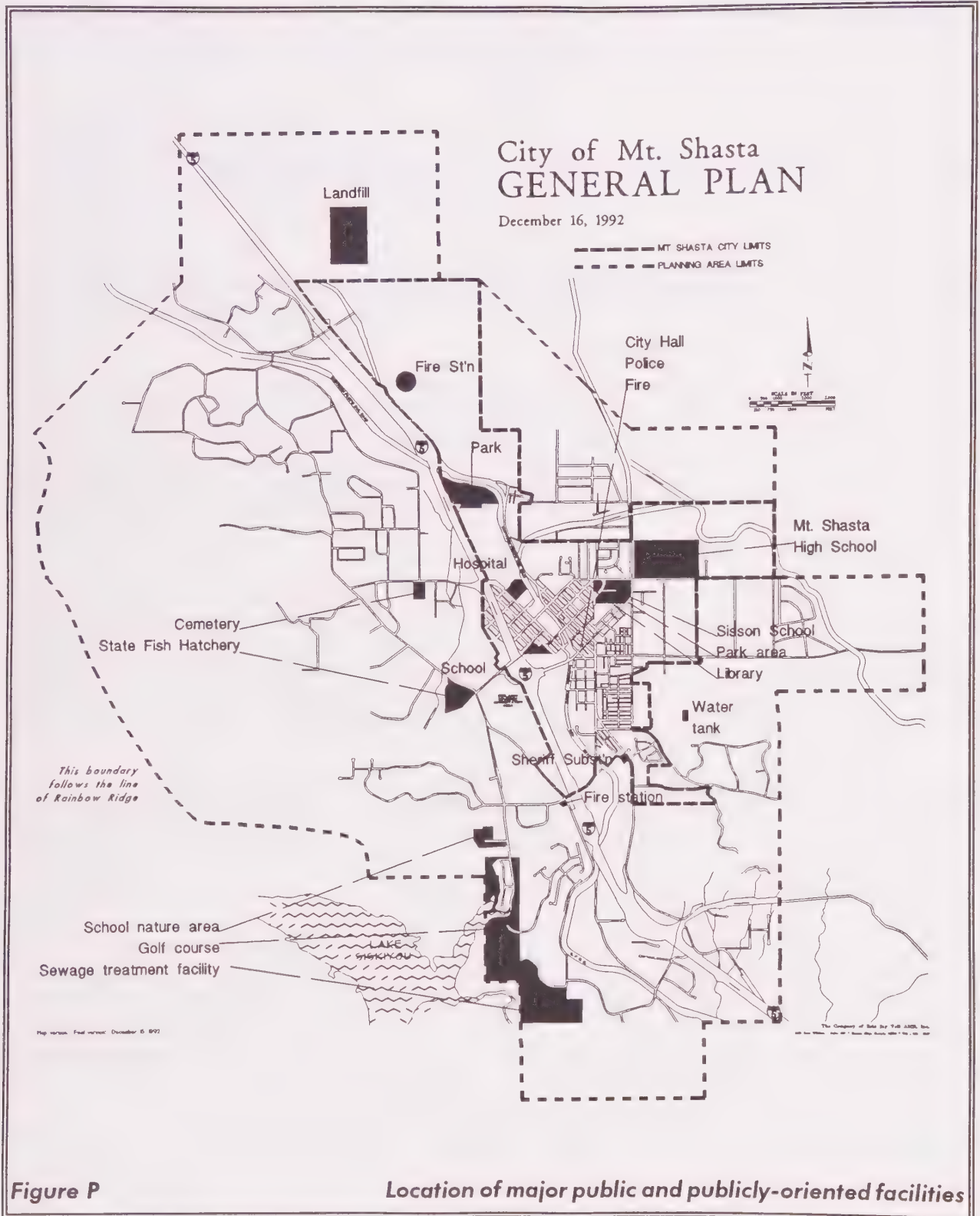
The capital cost of fire protection equipment is substantial. Both fire apparatus and equipment for firefighters can place a substantial strain on the District and Department budgets. One method of assisting in management of fire hazards is through the enforce-

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1 ment of fire prevention and protection measures. These remedial steps, when combined
2 with a long-term program to update and modernize necessary equipment, result in methods
3 of extending limited available dollars.
4

5 Protection of public health and safety from fire hazard is also addressed in the Safety
6 Element beginning in Chapter VI on page 115.
7

8 **b. Police Protection**

9
10 Police protection services and emergency response within the City of Mt. Shasta are
11 provided by the Mt. Shasta Police Department. The Siskiyou County Sheriff's Department
12 provides services to the unincorporated area.
13

14 The Police Department is located at Lake Street and Mt. Shasta Blvd. The Depart-
15 ment is operating at capacity in terms of staffing and office space. Additional police services
16 will be required as the population grows and new commercial development occurs in the
17 area.
18

19 The County Sheriff's Department has a sub-station located on Lake Street. This
20 station serves the entire south County area. Staffing at the station is considered adequate
21 at this time.
22

23 **c. Schools**

24
25 Education for Kindergarten through eighth grade is provided by the Mt. Shasta Ele-
26 mentary School District. High School education is provided by the Siskiyou Union High
27 School District.
28

29 *Mt. Shasta Elementary School District:* The Mt. Shasta Elementary has two schools:
30 Mt. Shasta Elementary (Kindergarten through third grades) and Sisson School (fourth
31 through eighth grades). The 1991-92 enrollment for the District was 1020 students. The
32 District is in the process of opening nine additional classrooms at Sisson School in 1992-93
33 and the placement of eleven portable classrooms at Mt. Shasta School.
34

35 To offset the costs of expanding the capital facilities to meet growth in the area, the
36 District has adopted a development mitigation fee of eighty cents per square foot for new
37 construction. These funds are used to for maintenance and to match State funding for
38 school construction.
39

40 *Siskiyou Union High School District:* The High School District operates three High
41 Schools. Mt. Shasta High School serves the Planning Area. The 1991-92 enrollment for
42 Mt. Shasta High School was 359 students. The School has a capacity of 560 students. The
43 District also has available capacity at its other two schools. Mt. Shasta High School has

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over 80 acres of undeveloped land at the school site. A Master Plan for the site has been completed. The District has adopted a development mitigation fee of 55 cents per square foot for new construction.

d. Parks and Recreation

The Mt. Shasta area has an abundance of public open space and recreational lands. National Forest, State Parks and local recreation areas provide a variety of regional and local recreational opportunities. A detailed discussion of park and recreation facilities is incorporated in the Open Space and Conservation element in Chapter V.C. beginning on page 104.

Private recreational developments in the planning area include three recreational vehicle parks. A KOA facility is located within the City limits. Abrams Lake and Chateau Shasta Parks are recreation vehicle facilities in the unincorporated area.

e. Medical Facilities

Mt. Shasta's principal medical facility is Mercy Hospital, located on Pine Street. The facility has 33 acute beds and 47 nursing beds. The facilities are considered to be adequate for current and future needs. Private medical facilities are also available within the community.

f. Solid Waste Management

Solid waste collection services in the planning area are provided under franchise by John Smith Sanitation of Dunsmuir. Solid waste disposal occurs at the Black Butte Landfill. The landfill is expected to reach capacity around 2002. Recent studies have been made to evaluate the means of extending the life of the landfill. The County has also investigated the expansion of landfill sites in Weed and McCloud and new sites to accept Mt. Shasta area wastes.

The California Integrated Waste Management Act of 1989 (commonly called AB939) requires all California counties and cities to prepare Integrated Waste Management Plans that include Source Reduction and Recycling Elements (SRRE, pronounced *sorry*). The primary function of the SRRE is to establish a local plan to reduce landfill wastestream volume by 25 percent as of 1995 and fifty percent in the year 2000. The City instituted a pilot recycling program in 1990. The program includes curbside pickup, block recycling, collection centers and source separation. The program has been relatively successful. Source reduction and recycling efforts are expected to help extend the life of the Black Butte landfill.

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e. Medical Facilities

Mercy Medical Center Mt. Shasta is the only general hospital serving South Siskiyou County. It is sponsored by Catholic Healthcare West (CHW), one of the largest Catholic health care systems in the United States. Fully accredited by the Joint Commission of Healthcare Organizations, Mercy Medical Center is licensed for 33 acute care beds and 47 skilled nursing beds. The hospital employs 370 people.

Mercy Medical Center has a Medical staff of 21, whose expertise covers a broad range of services, such as general surgery, orthopedic surgery, ear, nose, and throat surgery, urology, radiology, family practice, and internal medicine. The Emergency Room has a doctor on duty 24 hours a day and has been designated an Emergency Department Approved for Trauma (EDAT). The hospital agrees to make available within 20 to 30 minutes after an accident a surgeon, anesthetist, operating room crew and all support staff to handle the patient.

The hospital has access to an air ambulance for transfer to its sister hospital in Redding. The hospital also intensive care, coronary care, a skilled nursing facility, obstetrical delivery and an alternative birthing room, and other full service in-patient and out-patient facilities.

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1

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1 In June, 1992, the Waste Board awarded a grant to the City to continued the
2 Opportunity Center recycling program. The new grant includes funds to expand the
3 recycling program to include areas of the County and City park and recreation facilities.
4 This results in a greatly expanded effort.

5
6 **g. Liquid Waste Management**

7
8 Sewage disposal and treatment systems in the Mt. Shasta area include a regional
9 sewage system and individual on-site septic systems. A regional sewage treatment plant was
10 completed in 1976 and is located approximately one-half mile east of Box Canyon Dam.
11 The plant is fed by a gravity collection system. Secondary treatment of sewage is provided
12 through retention and aeration in four ponds. Treated wastewater is then polished in a
13 series of filters, disinfected and discharged. Treated wastewater is discharged into the
14 Sacramento River from mid-November to the end of April. During the summer months,
15 wastewater is pumped to a disposal field.

16
17 The plant operates at approximately 75 percent of capacity and has means of
18 expansion. Existing plant capacity would be sufficient to meet anticipated growth for at
19 least a decade within the City and unincorporated area of Mt. Shasta.

20
21 The existing collection system is largely located within the City limits. However, the
22 main interceptor line runs through the unincorporated area along South Old Stage Road
23 to the treatment plant. The capacity of the collection system is sufficient with the exception
24 of the eastern portion of town. The small size of the collection lines in this location may
25 limit growth east of the City limits. Additionally, the Spring Hill area sewer service is
26 provided through the City's facility.

27
28 Many of the soils within the planning area present severe limitations for the use of
29 on-site sewage disposal systems. These limitations include the lack of filtration capacity in
30 the coarse soils and areas of high ground water. Extensive unsewered development has
31 occurred west of the existing City limits. Water quality monitoring by the Regional Water
32 Quality Control Board (RWQCB) has indicated that the use of on-site sewage disposal
33 systems in these areas may be contributing to the high bacterial contamination of Wagon
34 Creek.

35
36 **h. Local Government**

37
38 The incorporated area of Mt. Shasta is under the jurisdiction of the City. The
39 unincorporated area is the responsibility of the County of Siskiyou. Various special
40 districts in the area provide specific government facilities and services.

41
42 The Mt. Shasta City Hall is located near Mt. Shasta Blvd. and Lake Street. The City
43 Hall houses the public works, finance, planning and administrative offices. The Police and

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Fire Departments are located in a building adjoining City Hall. The City Council Chambers are located above the Police Department.

2. General Plan objectives and programs

Goal LU-10: Develop a five-year capital improvement program.

Policy LU-10.1: Utilize the capital improvement program as a means of keeping pace with the needs of facilities and infrastructure.

Implementation measure LU-10.1(a): During the short-term planning period, prepare and adopt a capital improvements program that projects facility and equipment needs over a rolling five to ten year period.

Implementation measure LU-10.1(b): Review the capital improvements program concurrently with budget preparation each year to measure achievement of program needs.

Implementation measure LU-10.1(c): As each fiscal year concludes, amend the capital improvement program to add a new last year to the document. This will ensure that there is always a five to ten year program being reviewed.

Implementation measure LU-10.1(d): Coordinate capital improvement construction with the County and other special districts to share costs, resources, and efforts.

Goal LU-11: Provide adequate fire protection services.

Policy LU-11.1: Provide fire management services which meet area needs.

Implementation measure LU-11.1(a): Incorporate fire prevention measures in the land development code for the design and construction of new buildings and facilities, such as sprinklers, fire resistant construction, use of fire resistant vegetation, and other fire protection and defensible space.

Implementation measure LU-11.1(b): Utilize planning and design standards to reduce risk of structural damage from fire. This includes the use of loop roads adequate for all-weather fire apparatus access and evacuation, limitations on the lengths of cul-de-sacs, and elimination of extended drive-ways for "flag" lots.

Implementation measure LU-11.1(c): Amend the City's building code to incorporate fire prevention and wildfire protection measures.

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1 Implementation measure LU-11.1(d): During the short-term planning period, utilize the
2 expertise and experience of area fire fighting personnel to recommend
3 a workable program that can be used to gain public cooperation in
4 protecting property and lives against fire hazards.
5

6 Policy LU-11.2: Develop a program to collect funds for upgrading fire fighting appara-
7 tus and firefighter equipment.
8

9 Implementation measure LU-11.2(a): During the short-term planning period, until the rec-
10 ommendations from fire fighters are submitted and considered by the
11 City Council, begin to collect capital equipment funds through the use
12 of fees on new projects.
13

14 Policy LU-11.3: A program shall be create to collect funds for fire protection
15 equipment.
16

17 Implementation measure LU-11.3(a): The capital equipment funds collected by fees shall
18 be initiated through an appropriate ordinance that contains provisions
19 to ensure a fair, rational, and equitable distribution of the capital costs
20 for future equipment. Fees shall be determined on a fair and equitable
21 basis.
22

23 Policy LU-11.4: Provide adequate fire fighting facilities.
24

25 Implementation measure LU-11.4(a): During the intermediate term planning period, or
26 when population growth requires, construct a new fire department
27 branch facility.
28

29 Implementation measure LU-11.4(b): The City may utilize collected capital equipment
30 funds for the construction and equipping of additional fire stations.
31

32 Implementation measure LU-11.4(c): Ensure that fire protection facilities and equipment
33 are included in the City's capital improvement plan.
34

35 **Goal LU-12:** Provide adequate police protection.
36

37 Policy LU-12.1: Develop programs to ensure adequate police services capabilities.
38

39 Implementation measure LU-12.1(a): Maintain the current ratio of sworn police person-
40 nel to population as the community continues to grow.
41

42 Implementation measure LU-12.1(b): Establish a program to maintain ongoing police
43 personnel training.
44

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1 Implementation measure LU—12.1(c): Maintain adequate levels of supplies and equipment
2 to serve the needs of the police department.

3
4 Implementation measure LU—12.1(d): Coordinate police protection services with the
5 County Sheriff.

6
7 Policy 12.2: Provide adequate facilities for the police department.

8
9 Implementation measure LU—12.2(a): During the short-term planning period, consider
10 creating a capital facility fund paid for from funds generated by new
11 development as a means of acquiring monies to construct a new police
12 department facility.

13
14 **Goal LU—13:** Support efforts to provide adequate education to all age levels.

15
16 Policy LU—13.1: Ensure that the school districts participate in the review of residential
17 development proposals.

18
19 Implementation measure LU—13.1(a): Send proposals for new development to the school
20 districts as part of the project application review process.

21
22 **Goal LU—14:** Support efforts to provide adequate medical care for the community.

23
24 Policy LU—14.1: Maintain open communications with the health care community.

25
26 Implementation measure LU—14.1(a): Using Mercy Hospital as the coordinating agency,
27 seek comments on major development proposals from the medical
28 community.

29
30 Implementation measure LU—14.1(b): For large residential, commercial, and employment
31 projects, or proposals that may raise unmitigated health issues, send
32 copies of project applications during the normal review process to
33 Mercy Hospital.

34
35 **Goal LU—15:** Maintain coordinated waste management efforts.

36
37 Policy LU—15.1: Keep the Source Reduction and Recycling Element of the County
38 Integrated Waste Management Plan up-to-date.

39
40 Implementation measure LU—15.1(a): The City of Mt. Shasta Source Reduction and
41 Recycling Element is incorporated by reference into the General Plan
42 for waste management issues.

43
44 **Goal LU—16:** Maintain a wastewater treatment plant that serves the need of the
45 community.

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1 Policy LU—16.1: Ensure that the growth of the community does not outstrip the capaci-
2 ty of the wastewater treatment facility.
3

4 Implementation measure LU—16.1(a): Using the provision of connection fees, ensure that
5 funds are collected to meet long-term capital improvement program
6 needs.
7

8 Policy LU—16.2: Require connection to the sewer system for multi-family, commercial,
9 and employment center land uses within the City limits.
10

11 Implementation measure LU—16.2(a): As a condition of project or building permit approv-
12 al, require that all multi-family, commercial, and employment center
13 land uses within the City limits connect to the City sewage disposal
14 system.
15

16 Implementation measure LU—16.2(b): Require as a condition of annexation that non-single
17 family residential properties, including already developed properties,
18 connect to the City sewage disposal system.
19

20 **Goal LU—17:** Ensure safe individual onsite sewage disposal systems.
21

22 Policy LU—17.1: Work with County Health to ensure that septic systems conform to
23 appropriate standards.
24

25 Implementation measure LU—17.1(a): Require approval from the County Health Depart-
26 ment for projects requiring individual onsite sewage disposal systems
27 prior to issuing building permits.
28
29

IV. Traffic and circulation element

A. Traffic, circulation and transportation

The Traffic and Circulation Element is more than a broad transportation plan. It also serves as an infrastructure plan regarding the circulation of people, goods, energy, water, sewage, storm drainage, and communications. The Mt. Shasta Circulation Element discusses the general location and extent of existing and proposed roads and streets, terminals, and other local public utilities and facilities, all correlated with the land use element of the general plan. The objective of the Element is to provide a long-term look at how the movement of people, goods, and services within Mt. Shasta will occur. The Element addresses streets and highways, public transit, rail and air transportation, bicycle and pedestrian circulation, and utility facilities.

B. General Plan summary

1. Streets and highways

The vehicular transportation system serving the Mt. Shasta area is comprised of the Interstate 5 freeway, State Highway 89, and local streets. The terms used in the General Plan are defined in Explanation 7 on page 71.

Interstate 5 (I-5) is the principal highway in the Mt. Shasta area, connecting the major cities of the western coastal states. It is a four-lane facility, except for six-lanes on the Sacramento River Canyon and Black Butte Summit grades. The freeway carries an Average Daily Traffic (ADT) of less than 23,000 vehicles. See Table VII beginning on page 73 for a list of present and projected traffic volume. The freeway section between Mt. Shasta and Weed approaches 20,000 ADT. I-5 carries substantial truck traffic, varying between 29 percent and 34 percent of all traffic. Recreational traffic is also significant during certain periods of the year. The Interstate highway is well below its designed capacity.

State Highway 89 intersects I-5 within the planning area just south of the City limits. Highway 89 is the principal highway link between the northern freeway corridor, the Reno-

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Lake Tahoe area and Interstate 80. Highway 89 carries about 4,500 vehicles per day and is subject to recreational traffic, logging and other truck traffic. The highway operates at below capacity.

Mt. Shasta Boulevard is the principal community arterial street in Mt. Shasta. Formerly a US Highway, the street provides direct access to much of the commercial development in the City. In combination with Lake Street, Mt. Shasta Boulevard is a primary linkage to I-5. Some portions of the street are only at half capacity while in the downtown area the street is near capacity at certain peak times.

Opportunities to accommodate traffic growth on Mt. Shasta Boulevard have been an issue for the City over many years. As an option to relieve traffic congestion and improve downtown traffic flow, the 1987 Circulation Element recommended the formation of a one-way *couplet* using Mt. Shasta Boulevard and Chestnut Street (See Explanation 8) between the north and south ends of Chestnut Street at Mt. Shasta Boulevard. This modification has not been completed due to lack of funds as well as objections within the community.

Explanation 7: Classifications of roads, streets, and highways

Interstate Five (I-5): An interstate highway is a Federal or State designated highway that consists of multiple lanes with opposing traffic separated by a barrier or median. Access is derived exclusively from sanctioned interchanges. There are no traffic signals, stop signs, or cross-traffic. Interstate 5 is not a City General Plan street classification, but is included to identify the highway on the Circulation Map.

Expressway: An expressway is also known as a boulevard. It tends to be a road that runs through an area handling in-bound and out-bound local traffic. The expressway may be multiple lanes, depending on traffic volume, and usually has limits on the points of access. Generally, access is controlled and constrained to specific intersections, as opposed to individual driveways. In some areas, parallel frontage roads are used to reach individual parcels or driveways and parking areas on separate parcels are combined to a limited number of access points.

Arterial: An arterial is a major street that is intended to move traffic into and through the Planning Area. An arterial differs from an expressway, in that it generally does not have limitations on the number of access points — although State highways designated as arterials may have limited access points. An arterial road is a work-horse road or "main" street road within a community. Commercial businesses prefer to locate on arterial roads for the exposure to traffic.

Collector: A collector is a street designed to collect traffic, generally in residential areas, to move it from residential streets into the business district. Generally, commercial traffic on collector streets is limited to businesses that do not require exposure to traffic or those that may not even require much walk-in business. Access to the collector tends to be unlimited for each parcel with frontage or easements.

Residential: A residential street may be a street connecting residences to a collector or arterial. However, a residential street is intended for slower traffic as its role is to provide direct access to homes and residential properties. Typically, a residential street is designed to discourage through traffic.

Rural: Rural roads are Residential Roads in the unincorporated County.

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Lake Street is another major community arterial. The street connects I-5 and Mt. Shasta Boulevard and serves as a main entry to the City of Mt. Shasta. Lake Street carries an existing traffic load of more than 9,000 ADT east of the railroad. Commercial development lines the entire length of the street resulting in frequent turning movements. The street width varies from two to four lanes between the Freeway and Mt. Shasta Boulevard downtown.

Explanation 8: Couplet

A *couplet* is term that is used to describe converting a pair of parallel two-way streets into a set of one-way streets. A *couplet* increases traffic flow in an area by reducing conflicts between left turns and on-street parking.

Lake Street (east of Chestnut), Everett Memorial Highway, Alma Street, Pine Street, Ream Avenue and Old Stage Road all function as secondary arterial streets within the planning area. Most of these streets are operating well within capacity. Ream Avenue is proposed to have an interchange with I-5 constructed at some undefined date in the future.

Collector streets within the area are also operating within capacity. Some collector streets, such as Washington Drive, McCloud Avenue and Ivy Street have some constraints related to certain portions of these roadways. Although Figure Q on page 82 shows the classification of all streets, there are some situations in which streets not marked as "collectors" have commercial land use classifications. This lack of a marking is due to the scale of the map when published in the General Plan. All streets with commercial land uses deriving access from the street are classified as a collector. In situations in which there is *existing* (as of December 16, 1992) commercial classification on more than fifty percent of the parcels on one side of a street, that block of the street shall be classified as a collector from the end of the commercial property over the shortest distance to the next collector or arterial street.

Table VII shows the data that were accumulated from traffic counts on the streets in the Planning Area. The base or *current* data are used to project the long-term (20 year) *future* traffic projections. From the average daily traffic, a level of service can be calculated. Level of Service (LOS) is a guideline established by the Institute of Transportation Engineers (ITE) as a means to quantifying the subjective measure of traffic tolerance. Rated in grades from A (best) to E (worst), levels of service are based on the increasing amounts of congestion and delay. LOS E represents the full capacity of the road segment with the road unable to carry more traffic. LOS operating conditions are generally perceived as "intolerable."

Effectively, level of service can be explained as a measure of how hard a driver is holding the steering wheel. One hand on the wheel, an elbow on the window edge or elbow rest, the stereo blasting away, and a personal feeling that the road is comfortable for driving can be a colloquial definition of level of service A. As traffic increases and a driver's tolerance of other drivers decreases, a person's tension level increases. The tighter the grip on the steering wheel can be a colloquial measure of the decrease in level of service. For LOS B, a driver might begin sitting forward a little more and start watching other drivers more closely; at LOS C, two hands may be used on the steering wheel and perhaps the

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stereo has been turned down; LOS D could be compared to a tightening grip on the steering wheel, and possibly some under-the-breath muttering.

By the time traffic reaches LOS E, driver tension, anger, and frustration is high. It has been intimated that when the steering wheel is bent, traffic has deteriorated to LOS F. LOS F represents jammed conditions caused by traffic ahead being disrupted. Effectively level of service F means that it takes more than an hour for one hour's worth of traffic to move through an area. The ITE has established guidelines for a more technical definition of Level of Service. For the Mt. Shasta General Plan, some terms have been modified and defined in §IV.B.2, Terms Used in the General Plan, beginning on page 75.

Table VII Current and Future traffic volume and level of service

Road segment and street classification	Current volume	Future volume	Current LOS	Future LOS
Key terminology: Current volume refers to traffic counts that were undertaken for the preparation of the General Plan database between 1988 and 1991. Future volume refers to the anticipated traffic projections using the proposed General Plan land use designations, and an assumption that the credible amount of build-out at the end of the General Plan's lifespan in 2012 will average three percent per year, a cumulative total of a 60% traffic increase. The future levels of service shown in this table are based on level of service without any consideration for future road improvements . LOS means Level of Service. It is a measurement of the comfort level of drivers using the segment of road. Current means the LOS during the traffic counting period and future means at General Plan build-out, or roughly a sixty percent increase in local and regional traffic on average.				
FREEWAY				
Interstate 5	<23,000	50,600	A	C-D
EXPRESSWAY				
State Highway 89	4,450	8,332	B	C
CITY ARTERIAL				
Mt. Shasta Boulevard				
near Wayside Inn	750	1,200	A	A
south of Ream	6,700	10,720	C	D
north of Ream	7,300	11,680	C	D
south of Chestnut	11,200	17,920	C-D	E
Main Street	8,800	14,080	C	E
north of Chestnut	6,000	9,600	B	C
north of Park	2,900	4,640	A	B
Springhill Drive	500	800	A	A
Lake Street				
at Pine Street	8,400	13,440	A	A
east of the Rail Road	9,500	15,200	D	E
Hatchery Road	2,350	3,760	A	A

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Road segment and street classification	Current volume	Future volume	Current LOS	Future LOS
COUNTY ARTERIAL				
Lake Street east of Chestnut	1,600	2,560	A	A
Everitt Memorial Highway	1,850	2,960	A	A
Alma Street				
at Pine Street	4,800	7,680	B	C
east of Chestnut	3,000	4,800	A	B
Rockfellow at Washington	1,250	2,000	A	A
Lassen Lane				
West end	1,530	2,450	A	A
East end	3,550	5,680	A	B
Pine Street				
at Alma Street	4,500	7,200	B	C
at Lake Street	4,500	7,200	B	C
Ream Street				
at Mt. Shasta Blvd	1,900	3,040	A	A
east of Old Stage Road	1,700	2,720	A	A
Old Stage Road				
north of Ream	840	1,380	A	A
north of Barr	2,230	3,570	A	B
south of Lassen	1,300	2,080	A	A
north of Lassen	1,820	2,910	A	A
south of Abrams	1,520	2,430	A	A
Abrams Road west of Summit Road	2,250	3,600	A	B
COLLECTORS				
Ski Village				
West end	1,500	2,400	A	A
East end	850	1,360	A	A
Ivy Street at Chestnut	1,050	1,680	A	A
Rockfellow east of Washington	2,000	3,600	A	B
McCloud Avenue				
east of Washington	1,000	1,600	A	A
at Mt. Shasta Blvd	1,500	2,400	A	A
Washington at Lake Streets	1,500	2,400	A	A
Old McCloud at Mt Shasta Blvd	500	800	A	A
Big Canyon Drive	500	1,920	A	A

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Road segment and street classification	Current volume	Future volume	Current LOS	Future LOS
Old Stage				
west of Abrams	1,200	1,280	A	A
south of Ream	1,050	1,680	A	A
Pine Grove Road	800	1,280	A	A
Barr Road				
at Old Stage Road	1,750	2,800	A	A
south of Ream	2,050	3,280	A	A

2. Terms used in this element

The Circulation Element, more than any other element, has terminology that is used in the General Plan that may also have other meanings. The purpose of this section is to provide definitions that will be used for the Circulation Element of the Mt. Shasta General Plan. By providing these definitions, issues relating to the Plan's traffic and circulation programs will be measured against these thresholds.

For the Mt. Shasta General Plan, the term *level of service* shall mean a subjective measure of the flow of traffic on a segment of road or through an intersection. Level of Service shall be divided into six classifications or ratings referred to as *LOS A* through *LOS F*. Level of Service classifications or ratings shall be based on the criteria established in Table VIII for *segment level of service*.

Peak hour means the highest traffic volume as measured in four consecutive quarter hour segments.

Threshold means a quantifiable level established at which a General Plan program or project review requirement is initiated.

Base level of service means segment level of service, peak hour level of service, or intersection level of service that is calculated at the time a project is proposed for development. Base level of service does not mean the level of service in effect at the time that the LOS ratings were established for the General Plan traffic counts between 1988 and 1991.

Degradation of level of service means that the end result of developing a new project will be that the level of service will drop from the base level of service to the next level or lower service rating. For example, a road segment has a peak hour level of service rating of a "C," and a proposed project without mitigation measures will result in the LOS dropping to "D" or lower.

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Street segment means the length of a street between its terminus points or between two arterial streets or other identified major dividing point. For example, East Lake Street between I-5 and the railroad tracks is a street segment. Chestnut street north and south of Lake Street is two segments. The segments are based on where traffic counts were conducted in Table VII. Because the General Plan is broad in nature, and will result in future traffic studies or assessments prepared for specific projects, the more detailed work may create more precisely defined street segments. These project-specific traffic studies will provide more detailed and current information. A more project-specific traffic analysis or study provides a better means of implementing the General plan. Segments defined in the project-specific studies are more valuable and precise than the broad segment definitions in the General Plan.

3. Level of service

The ability of a street to move a certain number of vehicles during an hour or over the course of a day is called the street's *capacity*. To provide a measure of how conveniently traffic can move along the road, the measure *Level of Service* is used. Level of service has both technical and colloquial definitions (Refer back to the comments in §IV.B.1 on page 72) that are used in the General Plan. It must be understood that while the Institute of Transportation Engineers provides national-standard *guidelines*, these standards may not be appropriate for a rural, resort-area community, such as Mt. Shasta, because the ITE guidelines are based on national averages.

Explanation 9: Peak hour

Peak hour means the four consecutive fifteen minute periods of the day that have the highest traffic volume on a street or in an intersection. Generally, peak hours occur in the afternoon, but there are both a morning peak hour (Peak_{AM}) and an afternoon peak hour (Peak_{PM}).

Level of service used in the General Plan is used in three different and distinct ways in the General Plan. The Plan and its general policies are directed to *segment level of service*, or the relationship of average daily traffic to the capacity of a segment of street between two defined points.

To try to prevent roads from reaching a level in which traffic just doesn't move well from point-to-point, cities establish guidelines at which a street or road is considered to have reached the highest service volumes that are tolerable within a community. At this level, it becomes important for the City to either improve the street to acceptable levels or construct another street to relieve the crowded street. The segment level of service ratings in the General Plan are the indicator of this type problem.

The Circulation Element objectives are designed to establish programs based on the segment levels of service. Table VIII shows the all day traffic volume (average daily traffic) that is used to assign the levels of service on Table VII for current and future levels of service (columns 4 and 5).

For purposes of the General Plan, degradation of level of service is not a potentially significant environmental issue until the approval of a project will result in the existing level of service dropping to the projected future level of service defined in Table VII. For example, if a road has a current level of service of B and a future level of service of D, a project that would result in decreasing level of service from B to C is not considered a significant environmental effect on its face. Dropping the level of service from C to D could be a potentially significant effect that will require additional information submitted with the application to determine if the effect is significant as a part of the initial study.

Table VIII Segment Level of Service
(Average Daily Traffic)

LOS	2 lane street	4 lane street
A	0-2,700	0-18,300
B	2,701-5,500	18,301-21,000
C	5,501-8,700	21,001-24,000
D	8,701-12,100	24,001-27,000
E	12,101-15,000	27,001-30,000

Source:

Jeffrey E. Clark PE, Final Traffic Study for West Lake Street in Mount (sic) Shasta City (Grass Valley, CA: Pacific Traffic and Transportation Engineers, November 12, 1991), Table IV.

4. General Plan objectives and programs

Goal CI-1: Ensure that land development does not exceed road capacities.

Policy CI-1.1: Segment level of service shall be the standard for judging whether a road has adequate remaining capacity for average daily traffic generated by a proposed project.

Implementation measure CI-1.1(a): The following annual average daily traffic volume shall define segment level of service:

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Table IX: Two lane road level of service thresholds

LOS	ADT
A	≤ 2,700
B	2,701-5,500
C	5,501-8,700
D	8,701-12,100
E	12,101-15,000

Table X: Four lane streets and highways:

LOS	ADT
A	≤ 18,300
B	18,301-21,000
C	21,001-24,000
D	24,001-27,000
E	27,001-30,000

Implementation measure CI-1.1(b): For roads in excess of four lanes, traffic segment levels of service shall be adjusted proportionally to the four lane volume.

Policy CI-1.2: Segment level of service "D" shall be the minimum acceptable service level.

Implementation measure CI-1.2(a): Once during each calendar year, the City's Department of Public Works, in cooperation with Caltrans and Siskiyou County shall monitor traffic volume on roads that presently have levels of service of C or D and annually report their findings during the annual review of the General Plan.

Implementation measure CI-1.2(b): When a road segment is found to be approaching Level of Service D — defined as ADT being within ten percent of the highest LOS C traffic volume threshold, the City shall initiate plans for improvements designed for the intermediate and long-term planning periods to increase capacity.

Implementation measure CI-1.2(c): The improvements shall be designed to be initiated by the time traffic volume is approaching Level of Service E, which is defined as being within ten percent of the highest traffic volume for Level of Service D. This program may result in the generation of impact fees as a means of accumulating funds for the improvements caused by private development.

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Implementation measure CI-1.2(d): The thresholds of maximum traffic volume of segment levels of service C and D for scheduling these measures shall be:

Table XI: Ten Percent Thresholds in Average Daily Traffic

LOS	2 lane	4 lane
C	7,830	21,600
D	10,890	24,300

Implementation measure CI-1.2(e): Streets and roads with a General Plan rating of LOS E shall, during the short-term planning period, be the subject of plans and programs designed to enhance capacity. These programs may result in the generation of impact fees as a means of accumulating funds for the improvements caused by private development. New development shall not use or occupy new structures until the program for improving the road segment to Level of Service D or higher is in place and ready for construction.

Implementation measure CI-1.2(f): Development may occur on streets with existing segment levels of service of E in conformance with the development objectives of this Element defined in Goal CI-2.

Goal CI-2: Balance the need for new development with methods of accommodating increasing traffic.

Policy CI-2.1: Review project traffic generation to ensure level of service remains within the City's threshold.

Implementation measure CI-2.1(a): Require that applications for discretionary projects¹² include a generalized traffic study providing an estimate for the proposal's average daily traffic.

Implementation measure CI-2.1(b): For roads on which the base segment level of service is rated at A, B, or C, the following standards of review shall apply to project proposals:

- (1) The City shall determine if the proposed project will increase the traffic generated by the subject property by more than ten percent over existing traffic volume. This shall be determined using the system defined in the current edition of the Institute of Traffic Engineers Trip Generation Manual.
- (2) If the traffic generated is equal to or less than ten percent of the average daily traffic on the road, the traffic impact shall be

¹²/Discretionary projects mean an application for an approval that is granted at the discretion of the Planning Commission or City Council. The meaning is the same as 14 CCR §15357.

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deemed not to be significant, and no further traffic analysis is required.

(3) If the traffic generated by the proposed project increases the traffic on the road by more than ten percent, or the traffic volume generated by the subject property after development of the proposed project is project to be greater than ten percent of the parcel's existing traffic volume, the proponent shall provide a traffic assessment prepared using accepted engineering standards to show how the project's traffic will fit into the circulation patterns in the area.

(4) If there are known projects proposed for the same street segment with traffic counts that are not included in the existing average daily traffic counts for the street, the traffic from these projects shall be added into the street segment average daily traffic prior to calculating the ten percent threshold.

Policy CI—2.2: Work to develop methods of accommodating projects without degrading level of service.

Implementation measure CI-2.2(a): In the event that the average daily traffic of the proposal places the segment level of service within ten percent of dropping to Level of Service D as shown in Table XI and specified in Table XI, or in the event that the road has a level of service of D, the project proponent shall be required to use the services of an appropriately licensed traffic engineer to prepare a more detailed traffic study, including an assessment of the impacts of the proposed project on the street's future level of service.

Implementation measure CI-2.2(b): The detailed traffic study shall provide recommendations related to overall improvements — or use improvements recommended in any traffic improvement program prepared by the City — needed in the area to prevent degradation of level of service, and shall also define the proportional share of the improvements that are attributable to the proposed project.

Implementation measure CI-2.2(c): If the road has an existing level of service of E or F, the proponent shall be required to use the services of an appropriately licensed traffic engineer to prepare a more detailed traffic study, including an assessment of the impacts of the proposed project on the street's future level of service.

Implementation measure CI-2.2(d): The detailed traffic study shall provide recommendations related to overall improvements — or use improvements recommended in any traffic improvement program prepared by the City — needed in the area to increase the segment level of service served by

the project to level of service D. The study shall also define the proportional share of the improvements that are attributable to the proposed project.

C. Circulation standards and new roads

1. General Plan summary

Figure Q on page 82, the Circulation Map, shows the location and classification of existing and proposed streets and other transportation facilities. The following table defines the different street classifications in terminology that meets the needs of the City of Mt. Shasta and the surrounding Planning Area. The Mt. Shasta definitions do not necessarily precisely follow definitions of the California Department of Transportation (CalTrans) or the nationally generalized definitions of the Institute of Transportation Engineers. The definitions are intended to meet the City's long-term needs for its service and potential annexation areas. Standards for local streets and highways for applicable functional classifications are shown in Table XII.

Table XII Street standards

Functional Class	Right-of-Way Width (feet)		
	Lanes	Typical	Minimum
Urban Arterial	2-4	80	80
Rural Arterial	2	80	60
Collector	2	60	60
Local	2	40	50

Three new major road segments are proposed in the General Plan. The most northern is in the Spring Hill area. The extension of Spring Hill Drive from the I-5 Interchange to the Everitt Memorial Highway is proposed as an arterial. The connection between the I-5 interchange and North Mt. Shasta Boulevard is also proposed for upgrading as an arterial.

Two major collectors are proposed, one connecting West Lake Street with South Mt. Shasta Boulevard near Old McCloud Road. The other would connect South Mt. Shasta Boulevard to Highway 89 east of Mt. Shasta Boulevard through presently undeveloped property on the south end of town.

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1

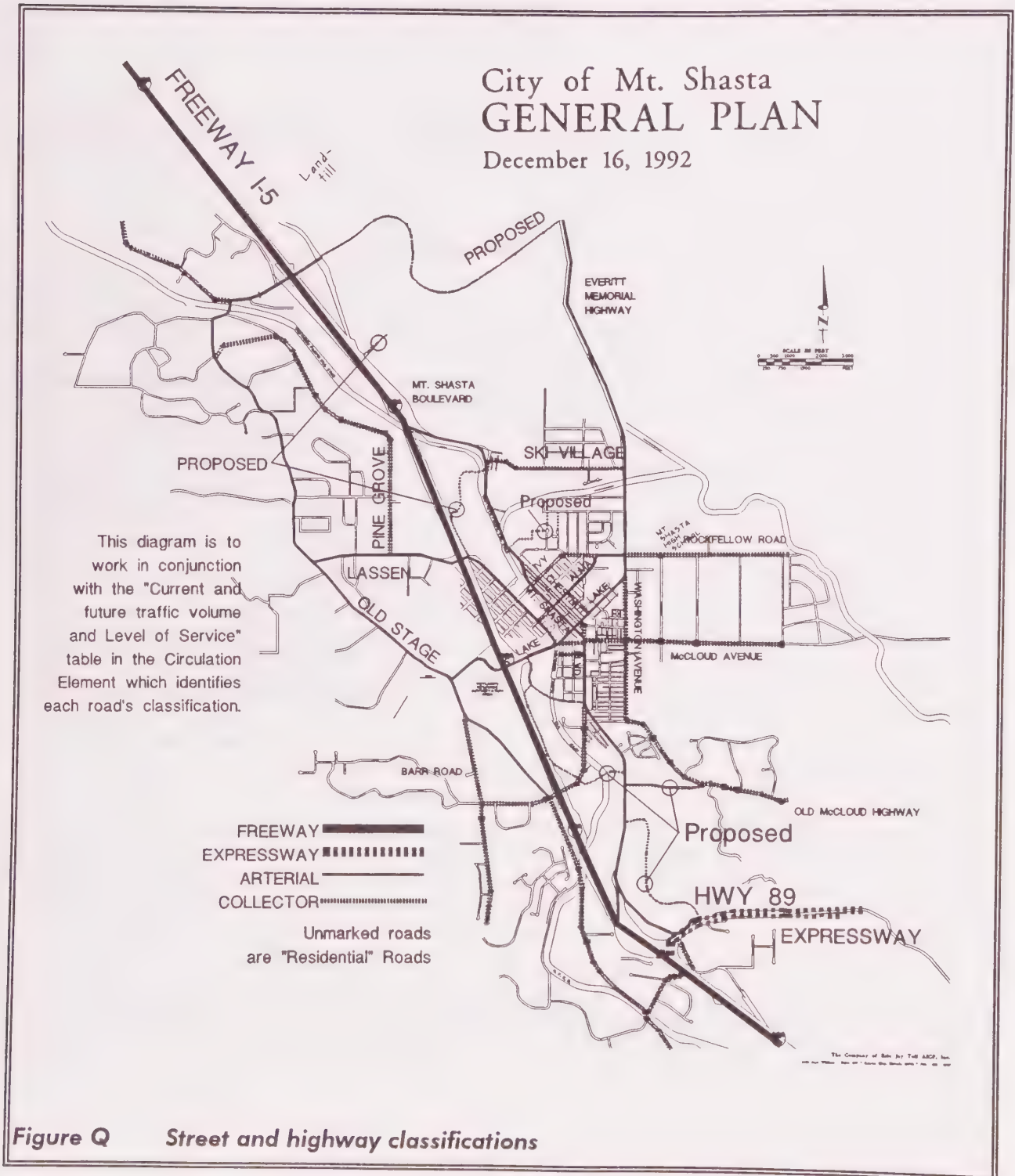


Figure Q Street and highway classifications

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2. General Plan objectives and programs

Goal CI-3: Ensure that newly constructed roads are built to standards meeting long-term needs.

Policy CI-3.1: Accept roads in the City-maintained road system when constructed to City standards.

Implementation measure CI-3.1(a): When a road is proposed for acceptance into the City-maintained road system, accept the road only when it is constructed to City road standards.

Implementation measure CI-3.1(b): Amend the land development code to establish standards for publicly-maintained and privately-maintained roads.

Goal CI-4: Ensure that new roads to are sited to meet demands of growth.

Policy CI-4.1: Construct, or require construction of identified new roads as development or redevelopment occurs.

Implementation measure CI-4.1(a): When projects are proposed with internal circulation systems or points of access that logically connect to alignments of new or proposed roads, require that the identified roads be constructed to City standards through the property.

Implementation measure CI-4.1(b): If the design of the project requires that portions of the new road be constructed offsite to form a connection, the proponent shall be required to pay a proportion of the offsite costs attributable to the proposed project.

Implementation measure CI-4.1(c): If the cost of the improvements funded by the project proponent are greater than the project's proportional share, the City and proponent may enter into an agreement to collect future impact fees from other projects benefitting from the improvements to be reimbursed to proponent.

Goal CI-5: Abandon streets that serve no public purpose or may be a liability.

Policy CI-5.1: When an application is submitted to abandon a street or easement, review the long term need or liability exposure to ensure that the City has no need for the route.

Implementation measure CI-5.1(a): Utilize the provisions of California law to consider the abandonment of a street or easement for which the City has no use.

D. Parking

1. General Plan summary

Mt. Shasta has established a parking district within portions of the downtown area. The district is responsible for the provision of public parking facilities, beautification and other public improvements. The district is funded by parking fees charged to businesses that cannot provide off-street parking. The City has entered into an escrow agreement to purchase lands for the construction of 165 off-street parking spaces on property owned by the Southern Pacific Railroad. This parking lot will meet the City's long-term downtown parking needs. The City needs to ensure that the offstreet parking facilities are supported and maintained. Funds will be collected through a Downtown Parking District and in-lieu parking fees.

In other areas of the City, there is generally adequate land area to support offstreet parking. New development in these areas must provide adequate parking onsite in order to keep street lanes open for traffic movements.

Explanation 10: In-lieu fees

In-lieu fees are charges imposed on a project established in place of the proponent performing a specific development improvement or in exchange for waiving a requirement. In the context here, a fee is charged to cover the cost of constructing an onsite parking space in place of actually constructing the parking space.

2. General Plan objectives and programs

Goal CI-6: Maintain and enhance downtown parking.

Policy CI-6.1: Continue to encourage offstreet downtown parking.

Implementation measure CI-6.1(a): Utilize the downtown parking district to ensure that there are adequate funds to continue to meet long-term parking needs, and to cover the costs associated with maintenance and upkeep.

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E. Transit, Rail and Air Transportation

The Mt. Shasta area is served by public transit and freight trains but does not have aviation facilities within the planning area.

I. General Plan summary

a. Public Transit

The Siskiyou Transit and General Express (STAGE) provides inter-city bus service within Siskiyou County. Connections can be made to Yreka, Weed, Dunsmuir, McCloud, Scott Valley, Montague, Big Springs and the Klamath River area. The system provides nine northbound and seven southbound runs Monday through Friday. STAGE makes two scheduled stops within the City: Mt. Shasta Shopping Center and Mercy Medical Center. STAGE does not have a terminal located in the area.

b. Rail Service

The City is served by two rail lines: the Southern Pacific Railroad (SPRR) and the McCloud River Railroad (MCRR).

The SPRR mainline runs north-south through the City. The single track SPRR line accommodates about 20 trains per day, many of which are 5,500 feet in length. Spur lines are located in the Azalea and Pioneers areas and a small yard area is located between Alma Street and Nixon Road where SPRR's line intersects with the MCRR line.

The MCRR is also a single line through the planning area. It links the SPRR line and Mt. Shasta with other rail lines to the east. This line usually has two trains per week consisting of 5 to 15 cars each.

Two Amtrak passenger trains pass through the City each night. Amtrak currently makes a single stop in Dunsmuir to serve the south County. Amtrak and City officials are exploring the potential for establishment of a terminal in Mt. Shasta.

c. Air Transportation

There are no aviation facilities within the City of Mt. Shasta or vicinity. The nearest airports with scheduled commercial service are located in Redding and Medford, Oregon. Local airports serving light aircraft include the Weed Airport (Siskiyou County) and Mott Airport (City of Dunsmuir).

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2. General Plan objectives and programs

Goal CI-7: Encourage continued public transportation in the Mt. Shasta area.

Policy CI-7.1: Support proposals to expand public transportation options.

Implementation measure CI-7.1(a): When City support is requested for expansion or enhancement of public transportation facilities, provide Council support to the efforts through resolutions of support or other appropriate actions.

F. Bicycle and pedestrian circulation

1. General Plan summary

Sidewalks are available within most of the City for pedestrian circulation. Sidewalks are not often provided in the planning area located outside the city limits. The City currently does not have a developed trail system. A number of short, informal trails are located on undeveloped property.

During the preparation of the General Plan, the issue of trails and trail networks was the topic of extensive public comment. While the City's General Plan opinion survey indicated that a trail network was considered a desired community amenity, the early version of the General Plan proposing a trail network across private property was bitterly opposed. Public testimony and correspondence supported the concept that the desire for trails should not result in acquisition of private property — especially residential property — for developing a trail system.

One of the considerations with pedestrian facilities is to ensure that sidewalks or pathways are designed to "go somewhere." Many times, communities will require that there be a sidewalk constructed as a matter of course between a parking lot or building and the street. However, people tend to walk in patterns that create the shortest distance to the destination. For this reason, a uniform "build sidewalks along the street" may not be reasonable in areas where the logical destination of most pedestrians does not follow the street. When a new development is proposed in an area, the City will need to examine pedestrian destinations and safe locations for pedestrian pathways.

Bicycle use within the City is restricted in the winter due to inclement weather. Throughout other parts of the year, bicyclist use the City's bikeway system. This system

consists of striped bikeways along major street including Mt. Shasta Boulevard, Lake Street and Alma Street.

2. General Plan objectives and programs

Goal CI-8: Promote pedestrian and bicycle transportation.

Policy CI—8.1: Ensure that pedestrian facilities are follow logical routes designed to serve pedestrian needs and are not constructed as "sidewalks to nowhere."

Implementation measure CI—8.1(a): Amend the development code to require that new sidewalks or pedestrian pathways be constructed for all new development.

Implementation measure CI—8.1(b): When siting sidewalks or pedestrian pathways, the City shall examine where existing facilities are located and if there are other more logical pedestrian patterns that should also be served.

Policy 8.2: Ensure that there are safe bicycle routes.

Implementation measure CI—8.2(a): Amend the development code to require that new bicycle routes be a part of all new development.

Implementation measure CI—8.2(b): When siting bicycle routes or paths, the City shall examine where existing facilities are located and if there are other more logical bicycle traffic patterns that should also be served.

G. Utilities

Utility services provided to the planning area include: water, sewage disposal, storm drainage, electricity, cable television, and telecommunications.

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1. General Plan summary

a. Water

The City of Mt. Shasta provides water services within the City limits and to portions of the planning area. The majority of the planning area is served by individual on-site water systems.

The City derives its water from Cold Springs and two wells. Since all the water is from groundwater sources and is of excellent quality, the City does not have treatment facilities. Normal capacity of water supplies is 3.8 million gallons per day (MGD). The City recently purchased Roseburg Lumber's Cold Spring water right of 0.7 MGD.

Average annual water demand is about 1.3 MGD with a peak demand of 3.6 MGD. The entire water system is unmetered.

Water storage is provided by three tanks with a total water storage capacity of 1.2 million gallons. Water is distributed by a network of 4 to 10 inch mains located throughout the City's streets. With the exception of the Adams/Jefferson neighborhood, water pressure is provided by gravity from the Quail Hill storage system. Future water supplies appear to be readily available from additional groundwater sources.

The unincorporated portion of the planning area is largely served by individual on-site water systems. Private water systems serve the Sun Mountain, Monte Shasta and Shasta Holiday subdivisions. In order to provide adequate fire flows to some areas, additional storage, upgrading of mains or connection to the City water system may be necessary. General Plan objectives and programs related to the water system are contained in §III.J of the Land Use Element.

b. Sewage Disposal

Sewage disposal and treatment are discussed in more detail in the Land Use Element. The following summarizes sewage disposal systems in the area. Sewage disposal in the Mt. Shasta area includes a regional sewage system and individual on-site septic systems.

A regional sewage system was completed in 1976 and includes a treatment plant and collection system. The plant is currently operating at 75 percent of capacity. Most of the collection system is located within the City limits.

On-site sewage disposal systems do exist in the planning area outside the City limits. Many of the soils in the area, however, present severe limitations for such systems due to

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coarse soils and high ground water. General Plan objectives and programs related to the water system are contained in §III.J of the Land Use Element.

c. Storm Drainage

The planning area is topographically divided into five drainage areas: Wagon Creek, Big Springs Creek, Cold Creek, Old Mill Creek and a series of unnamed channels draining the southern portions of the Southside Annexation area.

The Eastside Annexation study indicated that many portions of the City's drainage system are at or near capacity. Impacts of new development, particularly in areas east of the City, will likely require improvements to the storm drainage system.

The City collects a drainage fee from new development for general drainage improvements. However, the City currently does not have a Master Drainage Plan.

d. Electricity

Electrical service in the Mt. Shasta area is provided by Pacific Power and Light Company (PP&L). Power originates from a 115 kilovolt (KV) line in Weed and then is transmitted along a 69 kilovolt line which runs along the west side of the valley. A substation interfaces with this line east of South Old Stage Road. Power is then delivered over a distribution network. PP&L has indicated that its power supply is capable of meeting projected power needs in the area.

e. Telephone

Telephone service is provided to the area by Pacific Bell. Long distances carriers in the area are AT&T and U.S. Sprint.

f. Storm water drainage

The increased development of non-residential uses with large parking areas and a tendency towards leveled pads increases the amount of surface water runoff that enters the drainage system. Stormwater may carry sediment and contaminants that can impact surface water quality. The City is in the process of developing a capital improvements program that will include a stormwater drainage master plan.

The stormwater master plan will need to accommodate not only the general runoff, but also programs for site-specific development to require property owners to establish onsite systems for controlling both the volume and quality of stormwater runoff.

1 **g. Other Utilities**

2
3 There are no gas, liquid, slurry or other commodity pipelines located in the Mt.
4 Shasta planning area.
5
6

7 **H. General Plan objectives and programs**

8
9
10 **Goal CI-9:** Ensure adequate utilities to meet community needs.

11
12 Policy CI-9.1: Encourage participation of public utilities in the project review
13 process.
14

15 Implementation measure CI-9.1(a): Provide copies of development proposals for the
16 review and comment of public utilities about the capacity to serve the
17 project.
18

19 Implementation measure CI-9.1(b): Support efforts by utilities to upgrade and improve
20 service to the Mt. Shasta area.
21

22 Policy CI-9.2 Develop public utility master plans for water service, sewage disposal,
23 and stormwater control.
24

25 Implementation measure CI-9.2(a): Prior to the conclusion of the short-term planning
26 period (1993-1998), complete the capital improvements plans for City-
27 provided utility services, including water, sewer, and stormwater.
28

29 Implementation measure CI-9.2(b): Require that the capital improvements plan that is
30 adopted includes an implementing program with target dates,
31 estimated costs, and methods of financing the programs.
32

33 Implementation measure CI-9.2(c): When commercial development is proposed with new
34 parking facilities, require that a site drainage plan be included with
35 permit applications.

V. Open space and Conservation element

The Open Space element and the Conservation Element are required as two of the seven mandatory elements that form the general plan. Because the issues addressed in the two Elements overlap substantially, more jurisdictions combine these two elements than any other General Plan element combination or consolidation.

The Open Space Element deals with any parcel or area of land or water which is devoted to open space use. Open space use includes lands used for natural resources, managed production of resources, outdoor recreation, and public health and safety. Open space lands are shown on the Land Use map Figure F, ? as either Resource Lands or Public lands.

The Conservation Element focusses on the conservation, development, and utilization of natural resources including forests, soils, rivers and lakes, fisheries, wildlife, minerals, and other natural resources.

Due to the nature of the State's general plan statutes, a number of common issues are required to be addressed by both elements. In order to reduce duplication, elements of the general plan are permitted to be combined. The combination of the Conservation and Open Space Elements into a single element is customary. The Mt. Shasta General Plan incorporates an action program for each of its elements, these are the specific implementation measures that follow all policies. The implementation measures meet the requirements for an Open Space action program.

State law requires that the City has an open space action plan. The General Plan implementation measures **are** the Open Space Action Plan. Table XIV on page 112 consolidates all of the implementation measures that make up the Open Space Action Plan so that they can be easily found.

A. Conservation of Natural Resources

1. General Plan summary

a. Wildlife

The planning area supports a wide variety of wildlife which is adapted to mountain forest and related habitats. The wildlife is comprised of large and small mammals and a variety of birds.

The forest habitat in the area has a variety of large mammals including black bear, black-tailed deer, mountain lion, bobcat, coyote and grey fox. Roosevelt elk sightings are becoming more common in the overall region. Deer winter range areas are limited to the extreme southwest portion of the planning area. Deer fawning areas are located in the eastern portion of the area.

Explanation 11: Open Space Easement Act of 1974

The Open Space Easement Act of 1974 enables a City or County to accept or approve a grant of an open space easement for generally undeveloped land in a relatively natural condition. Eligible lands include wildlife preserves, watersheds, lands of scenic values, and other valuable unimproved lands. Lands under an open space easement receive tax benefits.

A variety of small mammals are also found within the forest. These include squirrels, chipmunks, rabbits and other species. Mink, weasel, raccoon and occasionally otter are found along streams and riparian habitat.

The area supports a variety of bird life. Species include the owl, dove, pigeon, thrush and woodpecker. Raptorial birds are found in the area such as red-tail, sparrow and marsh hawks. Accipiters include the Cooper's hawk, sharp-shinned hawk and goshawk. Brush fields support game birds and riparian areas support migratory songbirds and waterfowl.

Threatened and endangered wildlife species are provided protection by the federal Endangered Species Act and similar state legislation. There are no federal or state listed threatened or endangered species in the planning area with the exception of the Bald Eagle. The Bald Eagle frequents the Lake Siskiyou area.

Whether or not species are endangered or threatened, the diversity of wildlife in the area is an important part of the ecology and recreation visitor environment. As development occurs in the area, a balance must be achieved between accommodating the needs of population growth and maintaining habitat area for wildlife. There are methods by which

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1 some non-endangered species can flourish in developed settings. Consideration in the
2 design of projects to maintaining habitat is an important aspect of overall development
3 review.
4

5 **b. Fisheries**

6
7 Streams and other surface water resources in the planning area support cold water
8 resident fisheries of varying size and quality. These water resources include the Sacramen-
9 to River, Lake Siskiyou and the numerous streams traversing the area.
10

11 Big Springs and Wagon Creeks have native rainbow and brown trout. The State Fish
12 Hatchery, established in 1888, raises rainbow, brown, brook, Eagle Lake and cutthroat
13 trout. Occasionally, these fish escape from the hatchery and are found within the streams.
14

15 Lake Siskiyou is planted with rainbow trout, brown trout, bass, and crappie. Non-
16 game species occurring in the lake include riffle sculpin, Sacramento sucker, Sacramento
17 squawfish, hardhead and California roach. The Sacramento River below Box Canyon Dam
18 supports rainbow trout and several non-game fish. The portion of the river within the
19 planning area is not stocked.
20

21 **c. Water resources**

22
23 Groundwater resources within the planning area originate with snowmelt and rainfall
24 on the upper slopes of Mt. Shasta. The direction of groundwater movement through the
25 area is down-slope and southwesterly, turning southerly near the center of Strawberry
26 Valley. Significant groundwater resources are found within the area.
27

28 The planning area is located entirely within the Sacramento River watershed.
29 Surface waters include the main stem of the Sacramento River, below Box Canyon Dam, as
30 well as several tributary streams that drain Strawberry Valley to the River via Lake Siski-
31 you. Wagon Creek, Big Springs Creek, Cold Springs Creek, Old Mill Creek and several
32 intermittent streams flow through the planning area. Cold Springs is the principal source
33 of water for the City of Mt. Shasta.
34

35 The preservation of the watershed is important not only for fish and wildlife, but also
36 to assure continued water quality for persons living in the area. Maintenance of slope
37 stability and vegetation, particularly riparian habitat, is important to the preservation of the
38 watershed. Also, the prevention of water pollution and the regulation of land use including
39 in and near stream channels is necessary to protect groundwater and surface water
40 resources. Grading management and erosion control programs are effective means of
41 providing these protections without infringing upon private property rights.

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d. Wetlands

Wetlands, once called "bogs," "swamps," or "marshes," have become an issue of national environmental concern. Explanation 12, Explanation 13 lists the official definition. While traditional development patterns have resulted in substantial wetlands areas being filled and developed, there is a substantial record of evidence showing that the destruction of wetlands has major effects on not only fish and wildlife, but also on the availability of game for hunting and fishing. Many organizations of diverse political memberships — among them Ducks Unlimited, the Nature Conservancy, the National Rifle Association, and the Sierra Club — have actively been involved in acquiring and conserving wetlands areas.

The national standard is that there is to be no net loss of wetland acreage as a result of development. This has created a substantial controversy related to what is a wetland and the meaning of "no net loss." A wetlands study was prepared for the City in September, 1990. In addition, the Army Corps of Engineers is in the process of preparing a Special Area Management Plan (SAMP) for the Planning Area. The 1990 study identified candidate wetlands areas shown on Figure R on page 96. When the SAMP is completed to the City's satisfaction, it may replace Figure R during an administrative update of the General Plan.

During the process of developing the General Plan, the initial concept was to presume that an identified area rated wetlands classification precluded development. Because of the manner in which the Mt. Shasta area has grown on the valley floor, the proposed policies identified substantial tracts of lands that were to be precluded from future development. The public hearing and comment process generated a substantial number of concerns about this approach to the wetlands issue. The presentation in early versions of the General Plan made it difficult or infeasible to verify the designation boundaries or even counter the Plan's designation information that would result in a change in the General Plan.

Another issue of concern was the substantial local regulation being added to wetlands review. Wetlands and development within wetlands is regulated nationally by the Army Corps of Engineers, Environmental Protection Agency, Fish and Wildlife Service, and Soil Conservation Service. In California, wetlands are also regulated directly by the Department of Fish and Game and indirectly by the California Department of Forestry, Regional Water Quality Control Board, Division of Mines and Geology, and Division of Water Rights.

Explanation 12: Wetlands

Wetlands are presently defined as "areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soils conditions. Wetlands generally include swamps, marshes, bogs, and similar areas." Army Corps of Engineers (ACE), Code of Federal Regulations (CFR) §328.3(b)

The General Plan reflects that if the definition changes in Federal law, the Plan automatically will use the new definition.

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1 There are a number of means by which wetlands preservation can be balanced with
2 the City's stand to also conserve property rights. In place of using the General Plan to lock
3 in wetlands as a land use classification, the objectives and programs will establish a system
4 to take a more detailed look at the generalized identifications contained in the Database.
5

6 There are potential wetlands in the Mt. Shasta area, and these lands may result in
7 being a major component of the environment needed to continue to support plantlife,
8 fisheries, and wildlife. The balance is to utilize creative development patterns to allow real
9 wetlands areas to be preserved in concert with private property rights. Clustering residen-
10 tial units and applying open space easements is one method of avoiding impacts to the
11 wetland.
12

13 If avoiding the wetland is not possible, there are other methods that are accepted.
14 A property owner may be able to replace the wetlands on the same property by duplicating
15 the existing conditions elsewhere on the same parcel. This method of mitigation is called
16 *in-kind onsite mitigation*. A similar option is to replace the wetlands by duplicating the
17 existing conditions on an adjoining or nearby parcel. This approach is called *in-kind offsite*
18 *mitigation*. In some cases, it may be more important to enhance habitat rather than replace
19 it in kind. This method of mitigation is called *out-of-kind onsite mitigation*. A fourth
20 method of mitigation involves pooling resources and creating or enhancing a more signifi-
21 cant wetlands located elsewhere in the area. This is called *out-of-kind offsite*
22 *mitigation*.¹³
23
24

e. Acquisition of open space lands

25 The City of Mt. Shasta and County of Siskiyou do not have the financial or personnel
26 resources to acquire, manage, or restore open space areas. There is no relief in the
27 foreseeable future that would allow the jurisdictions to perform these tasks. If California's
28 system of financing local government is reformed between the adoption of the General Plan
29 and its next major review, the City and County may reexamine the need to convert private
30 tax-generating lands to public non-revenue resources. Much of the land surrounding the
31 City is in Federal or State ownership. The percentage of lands retained in public ownership
32 compared to private lands is quite high.
33
34

35 The General Plan does not propose the imposition of fees, nor does it suggest an
36 active program to acquire, manage, or restore open space. The emphasis in the General
37 Plan is to retain open space through creative development patterns, clustering, density
38 controls, and other techniques.

39 ¹³/Karen Theiss, City of Mt. Shasta Wetlands Inventory (McKinleyville, CA: Karen Theiss and Associates, September,
40 1990), pp 5-6.

1

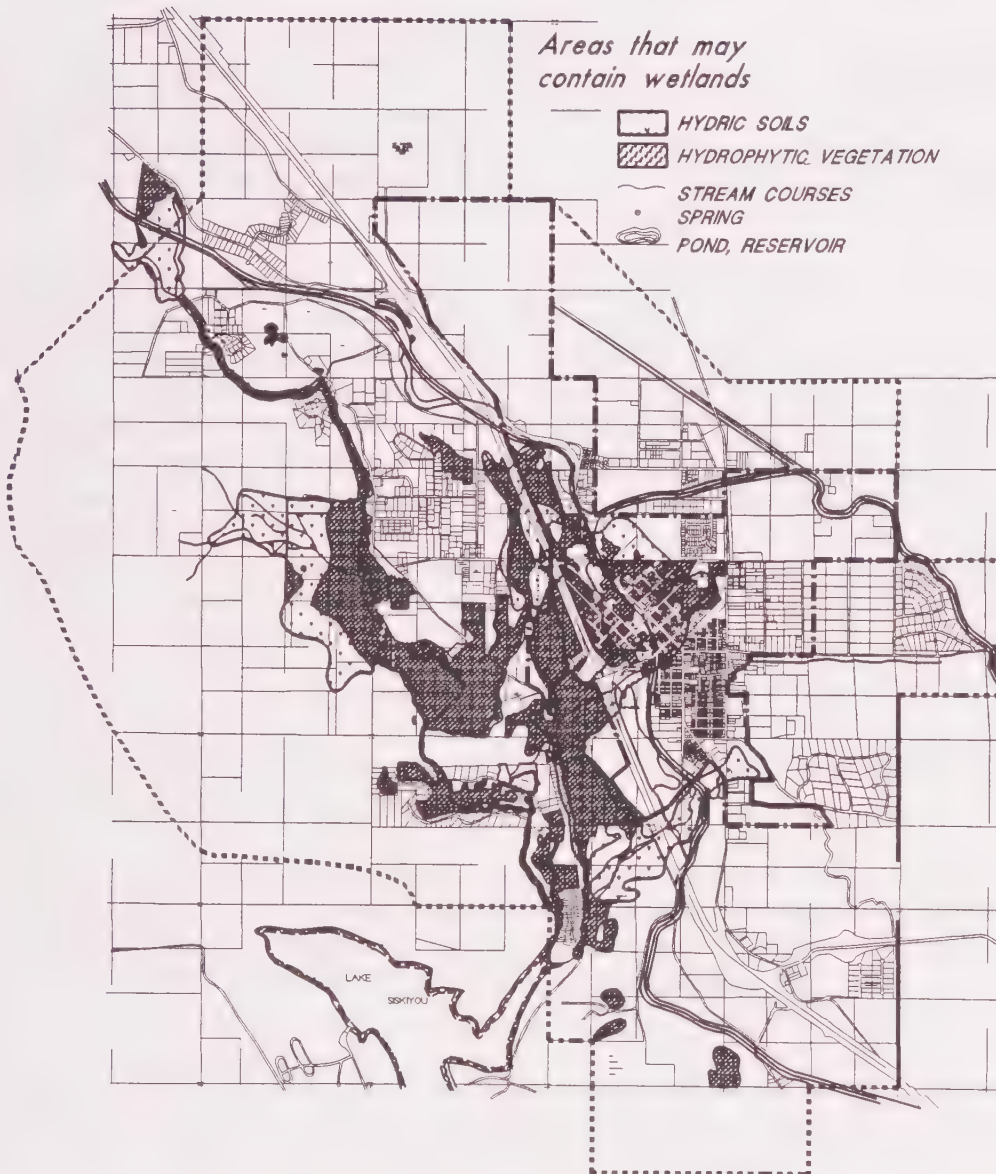


Figure R *Areas that have been identified with wetlands potential*

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2. General Plan objectives and programs

Goal OC-1: Conserve lands that support important fisheries or wildlife and botanical habitat.

Policy OC-1.1: Limit development on lands that provide important fisheries or wildlife and botanical habitat to agriculture and rural density residential.

Implementation measure OC-1.1(a): In areas identified as important fisheries, wildlife and botanical habitat, establish a maximum density of one dwelling unit per ten acres of gross land area.

Implementation measure OC-1.1(b): In the deer wintering and deer fawning areas, establish a maximum density of one dwelling per twenty acres of gross land area.

Policy OC-1.2: Encourage public-private programs to conserve wildlife and botanical habitat.

Implementation measure OC-1.2(a): Encourage Federal and State agencies as well as non-profit conservation organizations to work with private land owners to establish programs to enhance and conserve important wildlife and botanical habitat.

Implementation measure OC-1.2(b): Encourage voluntary recordation of protective easements by private property owners located in important botanical areas in concert with the provisions of the Open Space Easement Act of 1974.

Policy OC-1.3: Require flexibility in development standards to balance both private property rights with the need to conserve wildlife and botanical habitat.

Implementation measure OC-1.3(a): When proposals are submitted for development in important fisheries or wildlife and botanical areas, encourage the use of clustered development in conjunction with open space easements to conserve or protect sensitive areas.

Implementation measure OC-1.3(b): Encourage the California Department of Fish and Game to identify areas that may be considered by the City as important fisheries or wildlife and botanical habitat.

Goal OC-2: Protect riparian habitat along streams in the Planning Area.

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1 Policy OC-2.1: Require erosion control protection as a part of grading and develop-
2 ment plans.
3

4 Implementation measure OC-2.1(a): Develop a grading ordinance which will, at a mini-
5 mum, incorporate:
6 • standards related to heavy equipment operating within stream
7 channels;
8 • Sediment and surface runoff management; and
9 • Erosion control contingency plan.
10

11 **Goal OC-3:** Conserve wetlands areas.
12

13 Policy OC-3.1: Work to satisfy state and national wetlands policy.
14

15 Implementation measure OC-3.1(a): Submit copies of applications and environmental
16 documents to the State Clearinghouse and California Department of
17 Fish and Game when development is proposed on parcels identified
18 as containing wetlands potential.
19

20 Policy OC-3.2: Allow property owners of lands with wetlands to design projects to
21 avoid or mitigate wetlands impacts.
22

23 Implementation measure OC-3.2(a): When applications are submitted for development on
24 parcels which are identified as containing wetlands potential, require
25 the proponent to submit a wetlands delineation study prepared by a
26 qualified professional defining the boundaries of the wetlands.
27

28 Implementation measure OC-3.2(b): If the wetlands delineation study indicates that devel-
29 opment will occur outside of delineated wetlands area, send a copy of
30 the report to the Department of Fish and Game for review and concur-
31 rence.
32

33 Implementation measure OC-3.2(c): Wetlands delineation study shall include recommen-
34 dations for feasible mitigation options for consideration by the Depart-
35 ment of Fish and Game and the City.

B. Managed Production of Resources

1. General Plan summary

a. Forest Lands

Even though soils in the planning area are highly productive for timber growing, the majority of the valley floor has been converted to developed uses. Residual stands of timber remain in portions of the area but not generally in units large enough to manage for timber production. On the east slope of the valley, many areas have been converted from timberland to brushland by wildfires.

Managed timber resources are located on National Forest lands and private lands in the eastern and western fringes of the planning area. National Forest timberlands are concentrated on Rainbow Ridge, northeast of Springhill and northeast of the I-5 and Highway 89 intersection. South and southeast of Black Butte are isolated areas of federal timber.

Private timberlands are also found on Rainbow Ridge. Small tracts of timber are found in the vicinity of Abrams Lake Road and along Big Springs Creek south of Lassen Lane. Within the City, private timber resources are limited to the area south of the shopping center and north of Ream Avenue.

The State encourages the retention and management of timberlands through the establishment of Timber Preserve Zones (TPZ). Lands under a TPZ classification receive tax and other economic benefits. Private timberlands under TPZ are concentrated on Rainbow Ridge. There are no TPZ lands located within the city limits. TPZ lands are created through contracts under the provisions of the Z'Berg-Warren-Kline-Collier Forest Taxation Reform Act of 1976. There are some TPZ tracts located in the western portion of the Planning Area. Refer to Figure S.

Conflicts between timber harvesting and residential uses sometimes occur. Noise, dust and other impacts of timber cutting may become a nuisance to adjoining residential areas. Proper planning can attempt to reduce these conflicts so that timber management and production can continue in the area.

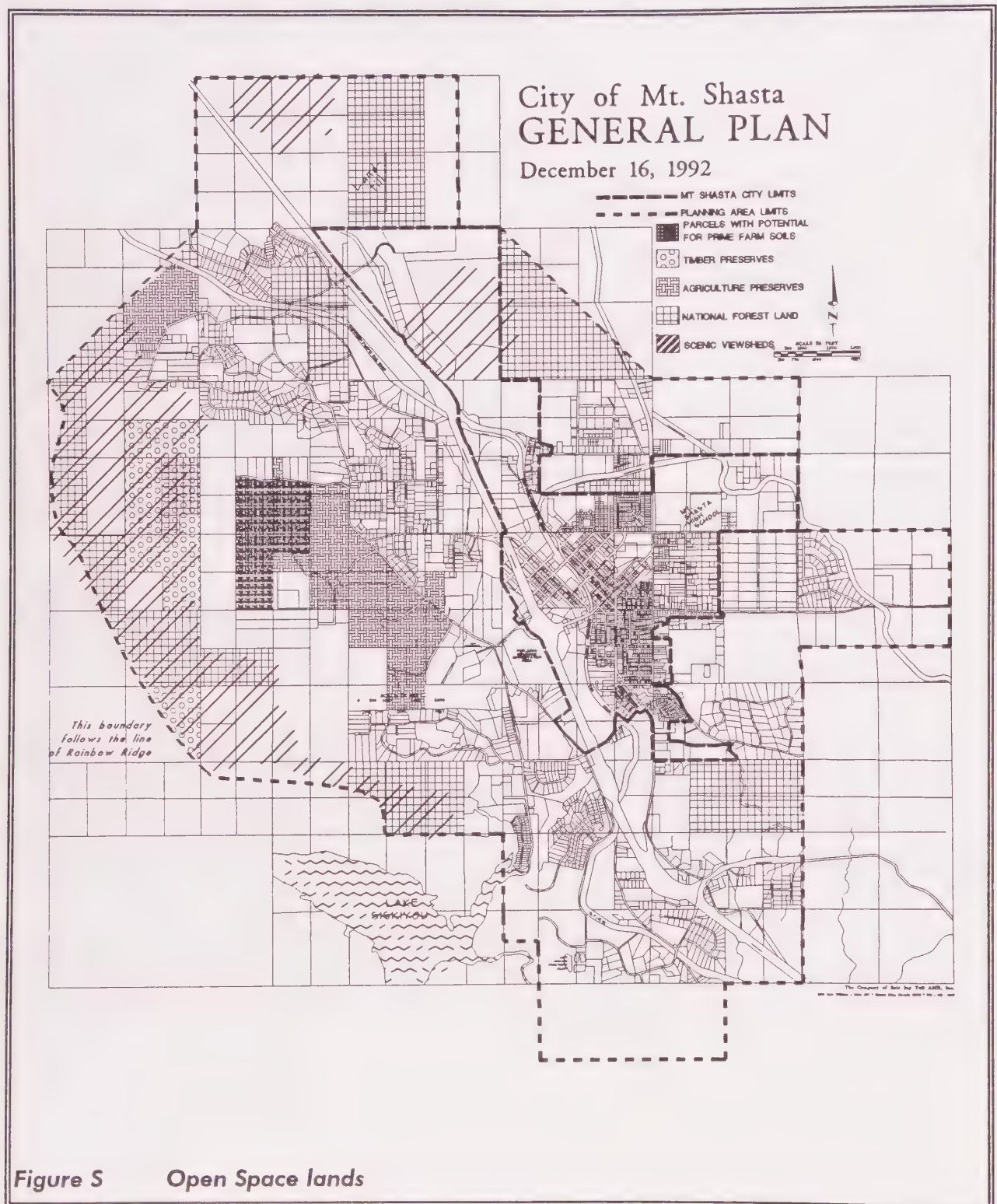
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b. Agricultural and Range Lands

Agriculture in Mt. Shasta during the early 1900's was the most important economic endeavor. Strawberries, apples, peaches and cherries were cultivated in the area. Today, agricultural operations are limited in both diversity and area. The use of land in the planning area for the grazing of livestock is very limited. Only a few hundred acres of beef cattle grazing are located in the western portion of the planning area.

A few orchards are also located within the area. The decline of agricultural importance in the area is a result of increased development and the consolidation of farming in California's Central Valley. Small portions of the planning area are classified into three categories by the state: "prime farmland, farm of local importance and grazing lands."

Similar to TPZ for timberlands, protection zones are available to grazing and agricultural lands. Under the Williamson Act, land used for agriculture or for open space may be eligible for tax relief. Lands under this act are referred to as "Agricultural Preserves." There are a number Agricultural Preserves within the Mt. Shasta planning area. Refer to Figure S.

Conflicts between agricultural and residential uses have become an issue in parts of Siskiyou County. Noise, dust and chemical use associated with agricultural operations can cause potential conflicts. State laws protect the "right to farm." Local planning policies can assist in assuring residential uses do not infringe upon existing agricultural practices. Right-to-farm ordinances generally place a priority on preserving properly operating agriculture uses and businesses. It establishes a constructive notice that shows non-agriculture property owners that the agriculture use is the protected use and the non-agriculture use is the intruder. Right-to-farm ordinances have been used throughout California to protect agriculture uses from nuisance lawsuits and pressure to eliminate farm practices that are not compatible with residential uses. The purpose of the ordinance is to establish that residential uses are secondary uses in agriculture areas.

Newer trends in agricultural production uses provide opportunities for smaller scale farms or agribusinesses that may produce food and fibre on smaller parcels with greater attention to passive organic or other farming methods. These types of uses do not have the impacts large-scale intensive corporate or large family farm agriculture that have traditional farming practices of using equipment and chemicals. It makes it feasible to have a commercial scale herb garden or berry farm on parcels not only on Resource Lands but also within Rural Residential and General Residential areas.

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c. Mineral resources

Presently, there is only one developed mineral resource area within the Planning Area. The Sousa Ready-Mix facility at the north end of the City represents a construction material mine. The company is also planning on harvesting construction materials from a site at the north end of the Spring Hill project area. The Ready-Mix facility would remain at its Abrams Lake Road location. There are no publicly known economically viable deposits of precious metals in the Planning Area. The State does not identify the Planning Area as containing mineral deposits of statewide significance.

State law requires that as a mineral resource project progresses in its harvest of materials, it must also develop and implement a reclamation program. The purpose of reclamation is to return the land to a future beneficial use. In some sites, this means retaining soils, preventing erosion and escape of contaminated waters, replanting with native vegetation, and returning the area to an appearance of open space. In other locations, reclamation may result in redevelopment of the land for commercial or residential uses.

There is no set rule for reclamation, except that it is required for all mining projects. In 1991, the Division of Mines and Geology presented awards for the best reclamation projects in California. One was the conversion of a quarry into an office park, complete with lakes, streams, and revegetated areas that were entirely constructed from the remains of the quarry. The other award winner was the conversion of a quarry into an artificial wetlands and pond system that was dedicated to the Department of Fish and Game as permanent open space. The more common approach is to regrade the area, add soils, stabilize slopes, and replant vegetation.

2. General Plan objectives and programs

Goal OC-4: Encourage and conserve lands for agricultural purposes.

Policy OC-4.1: Allow agricultural production lands to remain available for agriculture and rural uses.

Implementation measure OC-4.1(a): Establish maximum residential densities of one dwelling per ten acres on agricultural lands.

Implementation measure OC-4.1(b): Encourage retaining lands in agricultural uses through the execution of Williamson Act contracts to create Agriculture Preserves.

Implementation measure OC-4.1(c): Incorporate "right-to-farm" provisions into the revised Development Code for the City, and work with the County to enact a similar provisions for lands in the unincorporated area.

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Policy OC-4.2: Encourage small-scale farms and commercial gardens in the Planning Area.

Implementation measure OC-4.2(a): In the Land Development Code allow as permitted uses in Rural Residential and General Residential lands small scale farms that do not use heavy equipment, chemical sprays, or result in noise generation exceeding acceptable residential standards, or generate traffic in excess of a normal home business.

Goal OC-5: Encourage and conserve lands for timber purposes.

Policy OC-5.1: Allow timber production lands to remain available for the harvest and replanting of timber resources, as well as rural and recreation uses.

Implementation measure OC-5.1(a): Establish maximum residential densities of one dwelling per ten acres on private timber production lands which are not within a Timber Protection Zone (TPZ).

Implementation measure OC-5.1(b): Encourage retention of timber lands through the execution of contracts to create Timber Preserves and Timber Preserve Zoning under the provisions of the Z'Berg-Warren-Kline-Collier Forest Taxation Reform Act of 1976, which establish a basic 160 acre maximum density for residential development.

Goal OC-6: Ensure an adequate supply of construction minerals and aggregate in the Mt. Shasta area.

Policy OC-6.1: Allow mineral resource lands to be commercially developed for purposes of providing construction material and industrial minerals for the area.

Implementation measure OC-6.1(a): Conserve mineral resource lands by avoiding urban density residential development on surrounding parcels.

Implementation measure OC-6.1(b): Ensure the beneficial reuse of mined lands through the approval and implementation of a reclamation program.

Implementation measure OC-6.1(c): Reclamation plans approved by the City shall be carried out on a phased basis — not deferred to the conclusion of the mining activities — as identified in the application for a mining permit and reclamation plan approval.

Implementation measure OC-6.1(d): No new mining permits shall be issued nor expiring permits renewed without approval of or update to a reclamation plan.

C. Parks and recreation

1. General Plan summary

a. Scenic Areas

The City of Mt. Shasta is located in an area of substantial scenic variety. The landscape includes numerous features of significant aesthetic value, including the glacial-carved features of Mt. Shasta, Castle Crags, Mt. Eddy and the Eddy range. The mountain slopes are densely forested. The slopes gradually, and in some cases abruptly, make a transition to the meadow areas of the Strawberry Valley floor. Refer to Figure S for the location of major scenic views.

Views of these mountainous features can be seen from portions of I-5, Highway 89, Everett Memorial Highway and other local roads as well as at stationary positions within the Mt. Shasta planning area. Other scenic features, more immediate to the planning area, include Spring Hill, Quail Hill and Black Butte.

The urban landscape of Mt. Shasta in most cases has replaced the natural environment with streets, buildings and non-indigenous landscaping. The urban landscape can also have scenic and aesthetic value.

Gateways to the community provide an opportunity to shape resident, traveler and visitor impressions of Mt. Shasta. Interstate 5, Highway 89, Abrams Lake Road, Lake Street and Mt. Shasta Boulevard will continue to be the principal entry points to the City.

The City of Mt. Shasta has adopted a Design Review Ordinance which is administered by the Planning Commission. Recently, the City and community groups have made improvements to enhance the appearance of the downtown. These improvements included street trees, sidewalk renovation and a mini-park development.

b. Cultural and Historical Areas

Very little is known about the prehistoric population that occupied the north-central portion of California. Prehistoric archaeological sites have been found along flat terraces of the major water courses in the area. This includes Wagon Creek, Big Springs and Cold Creek, and the now-inundated portion of the Sacramento River at Lake Siskiyou. In addition, prehistoric sites have been found in the foothills above the valley floor.

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1 The archaeological record of the native population is also sparse. It is known that
2 the area was settled by the Okwanuchu Indians and used for winter hunting. The native
3 population declined during the Gold Rush era.
4

5 The first documented Europeans to reach Mt. Shasta were members of the Hudson's
6 Bay Company. They were engaged in exploration and trapping expeditions in the 1820's.
7 Others followed in the 1830's and 1840's and were usually associated with government
8 sponsored surveys.
9

10 The impetus of growth of Mt. Shasta occurred during the gold rush even though gold
11 was not found in the area until the 1890's. Mt. Shasta served as a stopover for gold seekers
12 who traveled down the Old Oregon trail through Shasta Valley. Settlers homesteaded the
13 lush valleys of the mountains. The area where the State Fish Hatchery is today was named
14 Strawberry Valley after the abundance of wild strawberries.
15

16 Mt. Shasta's second wave of growth was initiated with the coming of the Central
17 Pacific Railroad in 1886. Early businesses in the area included a tavern, railroad depot,
18 hotel, restaurant, store, blacksmith shop, brewery and many saloons. In 1896, the town
19 sustained a major fire. Very few of the original buildings of the era stand today because of
20 the fire.
21

22 In the late 1800's and into the 1900's the area became a center for rapid growth of
23 the lumber industry. Many private sawmills were in operation in the 1850's with larger
24 operations occurring later.
25

26 Historic sites are not expected to date earlier than the 1820's. The most likely sites
27 would include old sawmills, wagon roads, historic foundations and other remnants of the
28 early settlement period of Mt. Shasta.
29

30 Zones of sensitivity for prehistoric and historic resources are defined for the
31 planning area. Zones of "high" sensitivity are found along Wagon, Big Springs and Cold
32 Creeks. Sensitivity is low in the eastern portion of the planning area and low to moderate
33 throughout the remainder of the area. Areas of cultural resource sensitivity are shown in
34 Figure 6-6 following page 6.39 of the *Planning and Environmental Data Base*, which is
35 incorporated as a part of the General Plan.
36

37 **c. Parks and Recreation**

38 The Mt. Shasta area is fortunate to have an abundance of public open space and
39 recreational lands. The National Forest, State parks and local parks offer an assortment
40 of recreational opportunities. Parks are shown as Public Lands on the land use maps
41 beginning with Figure F, ? on page 34, 292.
42
43

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National Forest lands near the community provide hundred of thousands of acres of open space and recreation. These lands are managed for multiple purposes including recreation, timber management, wildlife preservation and other uses. National Forest lands offer areas for hunting, fishing, hiking, cross-country skiing, sight-seeing and other outdoor recreation uses. Specific recreation areas of the National Forest include: Mt. Shasta Wilderness Area; McBride Spring, Castle Lake and Gumboot Lake Campgrounds; Sand Flat/Bunny Flat and Old Ski Bowl recreation areas, Castle Lake Nordic Center; and numerous other lakes, streams and recreation sites. Trails in the National Forest that serve the Mt. Shasta area include Black Butte trail and various access routes up to Mt. Shasta from Sand Flat, Bunny Flat and the Old Ski Bowl. Refer to Figure S for the location of National Forest lands.

Table XIII Existing park and recreation lands

Facility	Acres	Ac/000
Neighborhood parks		
Mt. Shasta High School	10.0	2.9
Sisson Middle School	11.0	3.2
Mt. Shasta Elementary School	3.5	0.9
Mt. Shasta Youth Baseball	2.0	0.5
Subtotal	26.5	7.7
Community Parks		
City Park	26.0	7.5
Shastice Park	37.0	10.7
Subtotal	63.0	18.2
Regional Parks		
Lake Siskiyou	2,240.0	392.4
DFG Nature Site	10.0	1.8
County Schools Nature Site	10.6	1.9
Subtotal	2,260.6	396.0
Totals	2,350.1	411.7

Neighborhood and community parks, which are intended for City residents are calculated by dividing the acres by 3,459 city population (1990). Regional parks are calculated with Strawberry Valley's population of 5,709 persons (1990). The totals are calculated on the Strawberry Valley population. For this reason, Acres per thousand (Ac/000) cannot be added to recreate the totals.

The proposed Mt. Shasta Ski Area would become one of the principal recreation features of the area. Replacing the Ski Shasta facility which was destroyed by an avalanche in the 1970's, the new ski area may ultimately have seven lifts and serve approximately 4,800 daily skiers.

State parks within the area include Castle Crags State Park and a small site along Big Springs Creek. Castle Crags State Park provides camping, picnicking, sight-seeing and climbing opportunities. Approximately ten acres of land is managed by the State Department of Fish and Game north of the Hatchery. This site has parking and trails.

Siskiyou Lake is a 430 acre lake developed in 1970. The lake is managed by the Siskiyou County Flood Control District. Recreational development around the lake includes a concessionaire-operated campground, boat launch and rental, swimming beach and picnic facilities. The north shore was recently opened for swimming and fishing. The County owns substantial undeveloped acreage around the lake and has approved the development

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of as a golf course, conference center and other facilities on a portion of its ownership. An eleven acre site at the north shore is owned and maintained by the County Office of Education as a nature area.

Existing public recreation facilities in the Mt. Shasta area are administered by the Mt. Shasta Recreation and Parks District (MSRPD). The District operates Shastice Park and City Park plus uses school district facilities under joint use agreements.

City Park consists of approximately 26 acres owned by the City and leased to the MSRPD. The park facility includes five buildings for meetings, social events and other gatherings. The park also includes picnic areas, nature areas, and a grassed area used for passive use, community music events and other gatherings. Portions of the park site are undeveloped.

Shastice Park consists of about 37 acres and is 20 percent developed. The park has a softball field, tot lot, concession and restrooms. A picnic area is under development and funding has been secured for two tennis courts. The MSRPD has developed a master plan for the site which includes multi-purpose fields and courts, community center, swimming pool and other recreational facilities.

**Explanation 13:
Quimby Act**

The Quimby Act is a component of the California Subdivision Map Act that allows cities to exact fees or charges in order to ensure there is adequate park land related to new subdivisions.

2. General Plan objectives and programs

Goal OC-7: Preserve areas of significant cultural resources.

Policy OC-7.1: Ensure that appropriate measures are taken to undertaken concerning protection or study of significant cultural resources.

Implementation measure OC-7.1(a): When projects are proposed on lands identified as High Cultural Resource Sensitivity, the application shall be accompanied by a Cultural Resource Reconnaissance and Archival Report conducted and compiled by a qualified archaeologist. If there is a likelihood that cultural resources are present on the site, the City may require field study to determine the location, potential for disturbance, and scope of mitigation.

Implementation measure OC-7.1(b): When projects are proposed on lands identified as Medium Cultural Resource Sensitivity, the application shall be accompanied by an Archival Report compiled by a qualified archaeologist. If there is a likelihood that cultural resources are present on the site, the City may require a field reconnaissance or other similar study to

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determine the location, potential for disturbance, and scope of mitigation.

Implementation measure OC-7.1(c): The scope of mitigation shall conform to the requirements of the California Environmental Quality Act with an emphasis on avoiding, if feasible, disturbance of the cultural resource. Avoidance may be accomplished by capping the site, if appropriate.

Goal OC-8: Provide park and recreation facilities to meet the growing population of Mt. Shasta.

Policy OC-8.1: Strive to provide neighborhood parks to meet the needs of developing areas.

Implementation measure OC-8.1(a): Require new residential development with densities of three or more dwelling units per acre of gross land area to provide an active play area sized for the project site, or contribute to the cost of a neighborhood park to serve the general vicinity.

Implementation measure OC-8.1(b): Amend the land development code to reflect the play area-neighborhood park contribution requirement.

Policy OC-8.2: Continue to meet community park and recreation needs.

Implementation measure OC-8.2(a): Encourage community and non-profit organizations to develop or operate locally-oriented park and recreation facilities using funds collected through Quimby Act or developer impact fees.

Implementation measure OC-8.2(b): Maintain a ratio of not less than five acres of neighborhood parks per one thousand City population.

Implementation measure OC-8.2(c): Maintain a ratio of not less than five acres of community park land per one thousand City population.

Implementation measure OC-8.2(d): Utilize the provisions of the Subdivision Map Act to collect park capital improvement and acquisition fees from new residential development pursuant to the Quimby Act.

D. Public Health and Safety

I. General Plan summary

Some of the subjects addressed in this section are more fully discussed under the Safety Element. Those subjects include seismic hazards, slope instability, fire hazards and flood plains.

a. Seismic hazards

Seismic issues are addressed in the Safety Element beginning in Chapter VI beginning on page 115. Because seismic hazards are of low risk, it is not necessary to set aside open space lands for seismic hazard protection.

b. Slope Instability

No geologic hazards east of I-5 are known which would cause slope instability. Landslide features do exist west of I-5 near the Shasta-Trinity National Forest along Rainbow Ridge and the Box Canyon gorge. Steeper areas such as Quail Hill and south of Old McCloud Road may also be subject to slope instability. This issue is addressed in the Safety Element in §VI.C.1.b on page 118. There is no need for open space to be retained for purposes of slope instability.

c. Fire Hazards

Fire hazards within the planning area include wildland and structural fires. The risk of wildland fires exist in the timbered areas west of North Old Stage Road and areas immediately east of town which are contiguous to timber and brush lands. This issue is addressed in the Safety Element in §VI.D on page 123. Land use densities and fire safety requirements address the issue of public safety and fire hazards.

d. Flood Plains

Flood hazards in the area are limited to streams and at Lake Siskiyou and Box Canyon Dam. Stream flooding occurs during periods of seasonal high flows and is restricted to the immediate vicinity of the stream. A narrow fringe area around Lake Siskiyou is shown for possible flooding during periods of high precipitation. Also, the Box Canyon area below the lake is subject to flood hazards from excessive precipitation and dam failure. This issue is addressed in the Safety Element in §VI.B on page 115.

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e. Water quality

Water supplies in the planning area are derived from both groundwater and surface water resources. Overall, water quality is considered to be good from both sources. Water quality is also discussed under the topic water resources, in §V.A.1.c on page 93 as a *Natural Resource*.

The quality of groundwater is largely determined by the geologic formation from which the water is derived. Wells located in alluvial, morainal and glacial outwash deposits range in depth from 50 to 150 feet and produce good water quality. Water derived from dense, deeper volcanic deposits often produce higher quality water. Water quality sampling in the planning area have indicated very good water quality with low mineral content, hardness, conductivity and dissolved solids.

The water quality of streams in the area vary. Big Springs Creek has outstanding water quality characterized by cold temperatures, high dissolved oxygen, a near-neutral pH and very low dissolved constituent levels. The creek, however, has experienced periods of fecal coliform contamination and increased levels of sedimentation from upstream construction and gravel extraction activities. The California Department of Fish and Game has expressed concern regarding these periods of reduced water quality and their impacts upon the Hatchery.

Wagon Creek is relatively clear and cold most of the year. This stream has experienced periods of high iron, dissolved solids and occasionally high fecal coliform counts. Water quality information is not available for the other streams within the planning area.

The preservation of the water quality is important not only for persons using the water but also for the protection of fish and wildlife.

f. Air Quality

The planning area is located within the Northeast Plateau Air Basin. This area is administered by the Siskiyou County Air Pollution Control District (APCD).

The County is in attainment of national and state air quality standards for all criteria pollutants except fine particulate matter. Sources of particulate matter include major forest fires, slash burning, wood stove use, dust from unpaved roads and sand and gravel operations. Stationary sources of air pollution are regulated by the APCD through a permit process. New regulations are now in effect regarding the emissions produced by new wood stoves. The APCD has not yet prepared an air quality attainment plan for particulate matter as required by the California Clean Air Act.

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Siskiyou County is very near becoming a non-attainment area for ozone. Vehicular emissions are the primary source of ozone. Ozone is also generated by the use of cleaning solvents, paints and other volatile organic compounds. The critical period for ozone is in the summer months when hot and dry conditions favor formation of ozone. In areas where existing air quality is above standards, Prevention of Significant Deterioration standards are enforced by the U.S. Environmental Protection Agency (EPA). These standards allow a limited amount of deterioration to occur only if pollutant levels do not exceed ambient air quality standards.

2. General Plan objectives and programs

Goal OC-9: Protect the drinking water of Mt. Shasta's residents.

Policy OC-9.1: Maintain a safe drinking water supply.

Implementation measure OC-9.1(a): Comply with drinking water standards.

Policy OC-9.2: Protect the City's drinking water sources from contamination.

Implementation measure OC-9.2(a): When reviewing development proposals for projects with the potential to contaminate drinking water supplies, ensure that the environmental and project review process incorporates appropriate measures to avoid drinking water contamination.

Implementation measure OC-9.2(b): Enforce provisions of the building code requiring anti-siphon devices on non-residential structures to prevent backflow of contaminated water into the drinking water supply.

Goal OC-10: Strive to maintain clean air in Strawberry Valley.

Policy OC-10.1: Work with the County to maintain attainment status in the Planning Area.

Implementation measure OC-10.1(a): Send copies of applications for projects that produce air emissions for review and comment by the Siskiyou County Air Pollution Control District.

Implementation measure OC-10.1(b): Work with the Siskiyou County Air Pollution Control District to implement programs designed to maintain attainment standards.

Implementation measure OC-3, 10.1(c): Require EPA-certified wood stoves to aid in reducing cumulative effects from wood smoke emissions.

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Table XIV **Open Space Action Plan**

In areas identified as important fisheries, wildlife and botanical habitat, establish a maximum density of one dwelling unit per ten acres of gross land area. ONGOING

In the deer wintering and deer fawning areas, establish a maximum density of one dwelling per twenty acres of gross land area. ONGOING

Encourage Federal and State agencies as well as non-profit conservation organizations to work with private land owners to establish programs to enhance and conserve important wildlife and botanical habitat. ONGOING

Encourage voluntary recordation of protective easements by private property owners located in important botanical areas in concert with the provisions of the Open Space Easement Act of 1974. ONGOING

When proposals are submitted for development in important fisheries or wildlife and botanical areas, encourage the use of clustered development in conjunction with open space easements to conserve or protect sensitive areas. ONGOING

Encourage the California Department of Fish and Game to identify areas that may be considered by the City as important fisheries or wildlife and botanical habitat.

Develop a grading ordinance which will, at a minimum, incorporate:

- standards related to heavy equipment operating within stream channels;
- Sediment and surface runoff management; and
- Erosion control contingency plan.

Submit copies of applications and environmental documents to the State Clearinghouse and California Department of Fish and Game when development is proposed on parcels identified as containing wetlands potential. ONGOING

When applications are submitted for development on parcels which are identified as containing wetlands potential, require the proponent to submit a wetlands delineation study prepared by a qualified professional defining the boundaries of the wetlands. ONGOING

If the wetlands delineation study indicates that development will occur outside of delineated wetlands area, send a copy of the report to the Department of Fish and Game for review and concurrence. ONGOING

Wetlands delineation study shall include recommendations for feasible mitigation options for consideration by the Department of Fish and Game and the City. ONGOING

Establish maximum residential densities of one dwelling per ten acres on agricultural lands. ONGOING

Encourage retaining lands in agricultural uses through the execution of Williamson Act contracts to create Agriculture Preserves. ONGOING

Incorporate "right-to-farm" provisions into the revised Development Code for the City, and work with the County to enact a similar provisions for lands in the unincorporated area.

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1 Establish maximum residential densities of one dwelling per ten acres on private tim-
2 ber production lands which are not within a Timber Protection Zone (TPZ). ONGOING

3 Encourage retention of timber lands through the execution of contracts to create Tim-
4 ber Preserves and Timber Preserve Zoning under the provisions of the Z'Berg-Warren-Kline-
5 Collier Forest Taxation Reform Act of 1976, which establish a basic 160 acre maximum den-
6 sity for residential development. ONGOING

7 Conserve mineral resource lands by avoiding urban density residential development
8 on surrounding parcels. ONGOING

9 Ensure the beneficial reuse of mined lands through the approval and implementation
10 of a reclamation program. ONGOING

11 Reclamation plans approved by the City shall be carried out on a phased basis — not
12 deferred to the conclusion of the mining activities — as identified in the application for a
13 mining permit and reclamation plan approval. ONGOING

14 No new mining permits shall be issued nor expiring permits renewed without approval
15 of or update to a reclamation plan. ONGOING

16 When projects are proposed on lands identified as High Cultural Resource Sensitivity,
17 the application shall be accompanied by a Cultural Resource Reconnaissance and Archival
18 Report conducted and compiled by a qualified archæologist. If there is a likelihood that cul-
19 tural resources are present on the site, the City may require field study to determine the loca-
20 tion, potential for disturbance, and scope of mitigation. ONGOING

21 When projects are proposed on lands identified as Medium Cultural Resource Sensitiv-
22 ity, the application shall be accompanied by an Archival Report compiled by a qualified
23 archæologist. If there is a likelihood that cultural resources are present on the site, the City
24 may require a field reconnaissance or other similar study to determine the location, potential
25 for disturbance, and scope of mitigation. ONGOING

26 The scope of mitigation shall conform to the requirements of the California Environ-
27 mental Quality Act with an emphasis on avoiding, if feasible, disturbance of the cultural re-
28 source. Avoidance may be accomplished by capping the site, if appropriate. ONGOING

29 Require new residential development with densities of three or more dwelling units per
30 acre of gross land area to provide an active play area sized for the project site, or contribute
31 to the cost of a neighborhood park to serve the general vicinity. ONGOING

32 Amend the land development code to reflect the play area-neighborhood park contri-
33 bution requirement. ONGOING

34 Encourage community and non-profit organizations to develop or operate locally-
35 oriented park and recreation facilities using funds collected through Quimby Act or developer
36 impact fees. ONGOING

37 Maintain a ratio of not less than five acres of neighborhood parks per one thousand
38 City population.

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Open space and conservation element

1 Maintain a ratio of not less than five acres of community park land per one thousand
2 City population. ONGOING

3 Utilize the provisions of the Subdivision Map Act to collect park capital improvement
4 and acquisition fees from new residential development pursuant to the Quimby Act.
5 ONGOING

6 Comply with drinking water standards. ONGOING

7 When reviewing development proposals for projects with the potential to contaminate
8 drinking water supplies, ensure that the environmental and project review process incorpo-
9 rates appropriate measures to avoid drinking water contamination. ONGOING

10 Enforce provisions of the building code requiring anti-siphon devices on non-residen-
11 tial structures to prevent backflow of contaminated water into the drinking water supply.
12 ONGOING

13 Send copies of applications for projects that produce air emissions for review and
14 comment by the Siskiyou County Air Pollution Control District. ONGOING

15 Work with the Siskiyou County Air Pollution Control District to implement programs
16 designed to maintain attainment standards. ONGOING

VI. Safety element

A. Introduction

The Safety Element attempts to provide a means to protect the community from unreasonable risks generally associated with natural or man-made causes. The element also addresses evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures as those items relate to fire and geologic hazards. The fire safety provisions in the safety element should comply with the minimum statewide fire safety standards pertaining to: road standards, signing standards for roads and buildings, private water supply reserves and fuel breaks and greenbelts.

B. Flooding Hazards

1. General Plan summary

Flood hazards in the area are limited to streams and Lake Siskiyou and Box Canyon Dam. The flooding of streams is caused by seasonal flow fluctuations. Any flooding which occurs is in the immediate vicinity of the stream. Flood maps have not been prepared because of this characteristic.

The Federal Emergency Management Agency has not mapped any floodplains in the planning area with the exception of Lake Siskiyou. A narrow fringe area around the Lake is shown for possible flooding. Figure T shows the area subject to inundation.

The Box Canyon area below Lake Siskiyou is subject to flood hazards from high precipitation and dam failure. An inundation study prepared for the County indicates portions of the canyon area would be inundated in the event of a dam failure. The study was prepared in 1973 by Olson and Associates Engineering and concluded inundated areas would be confined to the inner canyon area.

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Safety element

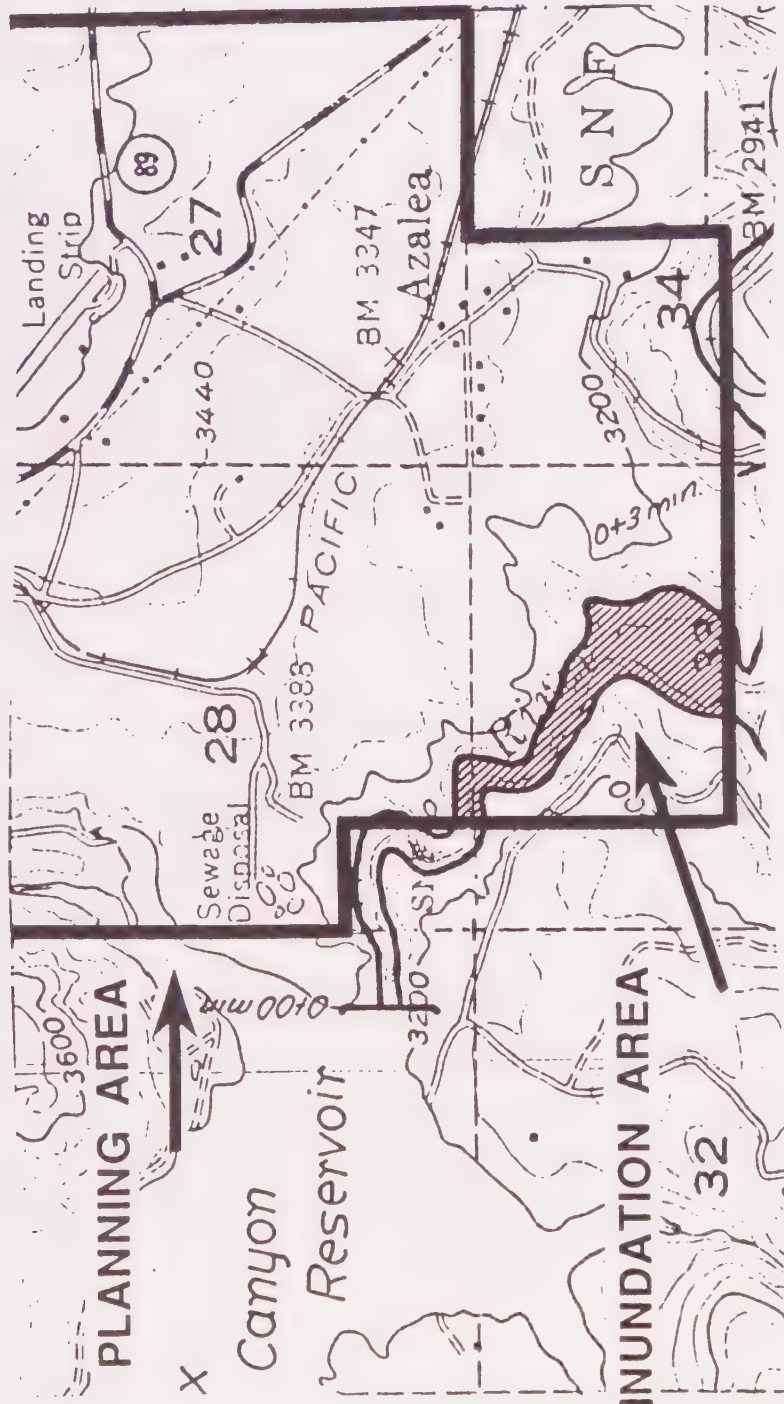


Figure T Identified Planning Area flood hazards

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Safety element

2. General Plan objectives and programs

Goal SF-1: Protect people and property from flooding.

Policy SF-1.1: Identify areas subject to inundation.

Implementation measure SF-1.1(a): Require that the limits of flooding resulting from a one hundred year storm event be shown on all permit site plans where lands may be subject to inundation.

Implementation measure SF-1.1(b): When subdivisions or discretionary permits are sought for lands adjoining streams that have had a history of overtopping the banks, require that an assessment be prepared by a qualified engineer or hydrologist to delineate areas likely to be subject to inundation from a one-hundred year storm event.

Policy SF-1.2: Develop a program to identify areas subject to flooding.

Implementation measure SF-1.2(a): As studies are prepared and submitted for projects, the Department of Public Works shall maintain a file of such reports and maps for public use.

Implementation measure SF-1.2(b): Each year, upon the annual review and update of the General Plan, any boundaries of flood studies prepared during the previous years shall be identified on a City Flood Sensitive Area map, which shall be a part of the General Plan.

C. Geologic Hazards

1. General Plan summary

Potential geologic hazards in the area include seismicity, slope instability and subsistence, volcanism and liquefaction.

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Safety element

a. Seismicity

Potential hazards induced by seismic activity include ground shaking, volcanic hazards and liquefaction.

Some soils in the planning area may be subject to liquefaction as a result of seismic activity. Soils underlain with glacial outwash deposits consisting of sands may be subject to this condition.

Available literature indicates the planning area is subject to low levels of seismicity and low risk of fault surface rupture. The area is located in a "moderate" seismicity zone with a possible maximum earthquake intensity of VI or VII on the Modified Mercalli Scale. Earthquakes of this magnitude would be noticeable by the public and could cause minor to moderate structural damage. The planning area has been subject to minor earthquakes with no one greater than Richter magnitude 4.0.

There are no known active or potentially active faults in the immediate vicinity of the planning area. A north-south trending fault runs through the top of Mt. Shasta east of the planning area. An east to west trending concealed fault runs westerly from Mt. Shasta to Black Butte. These faults, considering the active volcanic status of Mt. Shasta, are considered potentially active by the California Division of Mines and Geology.

b. Slope Instability and Subsidence

During preparation of the Siskiyou County General Plan reconnaissance mapping was undertaken to identify potential geologic hazards. This mapping revealed no geologic hazards east of Interstate 5 given that slopes are relatively gentle in the planning area.

Mapping of slope instability of areas west of Interstate 5 by the Shasta-Trinity National Forest identified numerous landslide features along Rainbow Ridge and the Box Canyon gorge.

Steeper areas such as Quail Hill and south of Old McCloud Road, although unmapped as to geologic hazards, may be subject to slope instability due to similar geology as Rainbow Ridge.

There are no known subsidence hazards in the planning area. Geologic or hydrologic conditions associated with subsidence are not known to occur in the area. However, some subsidence could result from peat oxidation in wetlands.

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c. Volcanic Hazards

The City of Mt. Shasta lies on the southwestern flank of the Mt. Shasta volcano, a large, historically active eruptive center in the southern Cascade Mountains. Mt. Shasta has erupted at least once every 600-800 years for the past 10,000 years with its most recent eruption over two hundred years ago in 1786.¹⁴ The potential volcanic hazards to the City's existing Sphere of Influence (See Figure E on page 11) have been detailed in geologic literature with most pertinent studies having been completed since the Mount St. Helens (Washington state) eruption in 1980.¹⁵

The Mt. Shasta volcano has a long but irregular record of eruption, with its most recent activity occurring only about 200 years ago. Fumarolic and hot spring activity persist at the summit area which suggests that there may still be a body of molten rock below the surface. The recent eruptive record indicates that Mt. Shasta volcano will erupt again at a time and with a magnitude that are not possible to predict.

The included maps and foregoing discussion outlines the types of hazards that could affect the city of Mt. Shasta and its sphere of influence. Phenomena such as major inundating landslides and enormous lateral blasts are nearly impossible to plan for however the chances of one occurring are remote. Early planning and development of contingency plans in cooperation with local, State, and federal governments is the first step to planning for a potential volcanic eruption. A communication system and plan are essential ingredients of planning for a volcanic eruption.

Evaluation of existing infrastructure systems such as power, telephone, water, sewer, and other utilities; roads, and landing strips for their location and resistance to the effects of various volcanic hazards should be accomplished.

New public or emergency structures should not be constructed at low elevations in the most hazardous areas in order to avoid volcanic hazards. Flowage hazards, such as pyroclastic flows, debris flows, and lavas will require thoughtful zoning to mitigate possible damages and loss of life. Low-lying areas, as with flooding, should be avoided. The generalized channels are identified in Figure U.

The city of Mt. Shasta lies in the lower portion of a broad pyroclastic and debris fan on the southwest side of the volcano. Cold Creek, Big Springs Creek, and Wagon Creek run

¹⁴/Robert L. Christianson, Volcanic hazard potential in the California Cascades; Martin, R. and Davis, J. (editors), Status of volcanic prediction and emergency response capabilities in volcanic hazard zones of California (Sacramento: California Division of Mines and Geology, Special Publication 63, 1982), pp. 41-59.

¹⁵/Dwight R. Crandell and Donald, R. Nichols, Volcanic hazards at Mount Shasta (Menlo Park, CA: U.S. Geological Survey, 1987), pamphlet, 21 p.

C. Dan Miller, Potential hazards from future eruptions in the vicinity of Mount Shasta volcano (Northern California: U.S. Geological Survey, Bulletin 1503, 1980), 43 p.

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Safety element

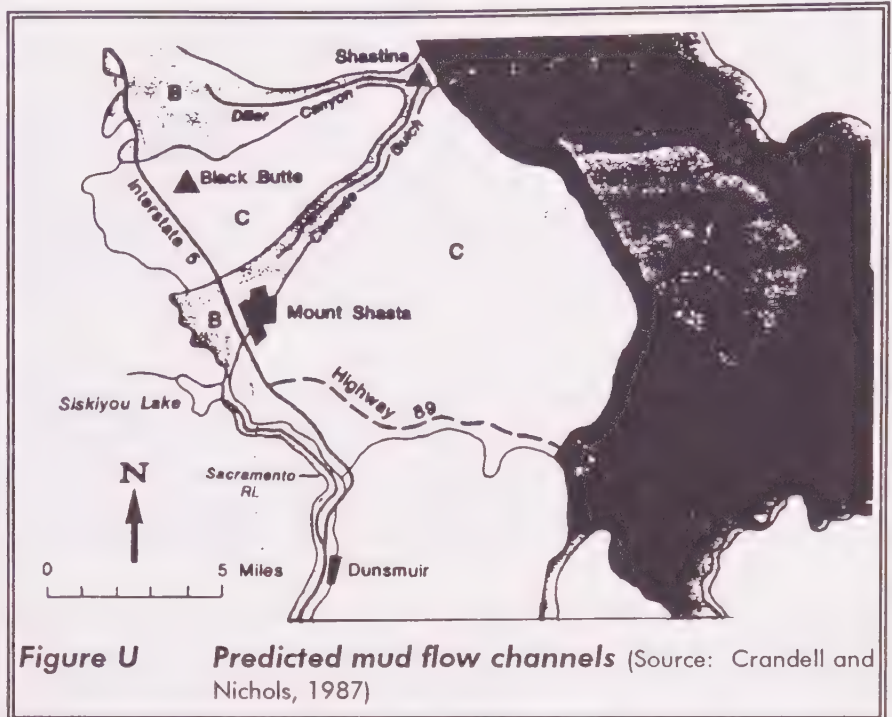
along the base of the fan and are a likely channels into which any far-traveled flow would empty. The lower portions of the drainages of Cascade Gulch and Avalanche Gulch are likely pathways for flows to travel into the city of Mt. Shasta. These are shown as the areas marked on Figure V on page 121.

Development occurring in these areas may be at risk if a future eruption occurs on the south or west slopes of Mt. Shasta. While it is possible to avoid this impact by precluding development on more than sixty percent of the private land in Strawberry Valley, the City considered a number of factors in developing its policy program. The predicted eruption interval of six to eight hundred years results in an estimate that Mt. Shasta may erupt by the year 2376. If the City were to preclude development in Zone B on Figure V, it could be required to compensate property owners. This is a fiscal commitment that is infeasible. The flowage areas are not precisely defined, and are presented as an advisory to property owners suggesting new construction avoid low-lying areas.

Hazards due to volcanic airfall and earthquakes (both tectonic and volcanic) can be reduced by requiring building foundations, walls, and roofs to be properly supported and kept in good repair. Proper geotechnical examinations should assure that foundations are set in well consolidated deposits or hard rock.

Development should be avoided in poorly consolidated substrata, especially those with high water tables, such as marshes, meadows, as well as active river and stream flood plains. Building on the shore of any body of water, such as a lake, should be avoided, as these may be a part of the flowage conduit. Steeply-gabled roofs designed for snow may also be effective for shedding volcanic ash. Flatter-topped buildings should have easy access to the roof and handy shovels to remove debris that might result in excessive roof loads that could cause a structural collapse.

Education of the citizenry, including distribution of pamphlets on the possible volcanic hazards, such as the Crandall and Nichols Report (Refer to Footnote 15 on page 119), can be an important tool as a part of the long term planning goals and emergency



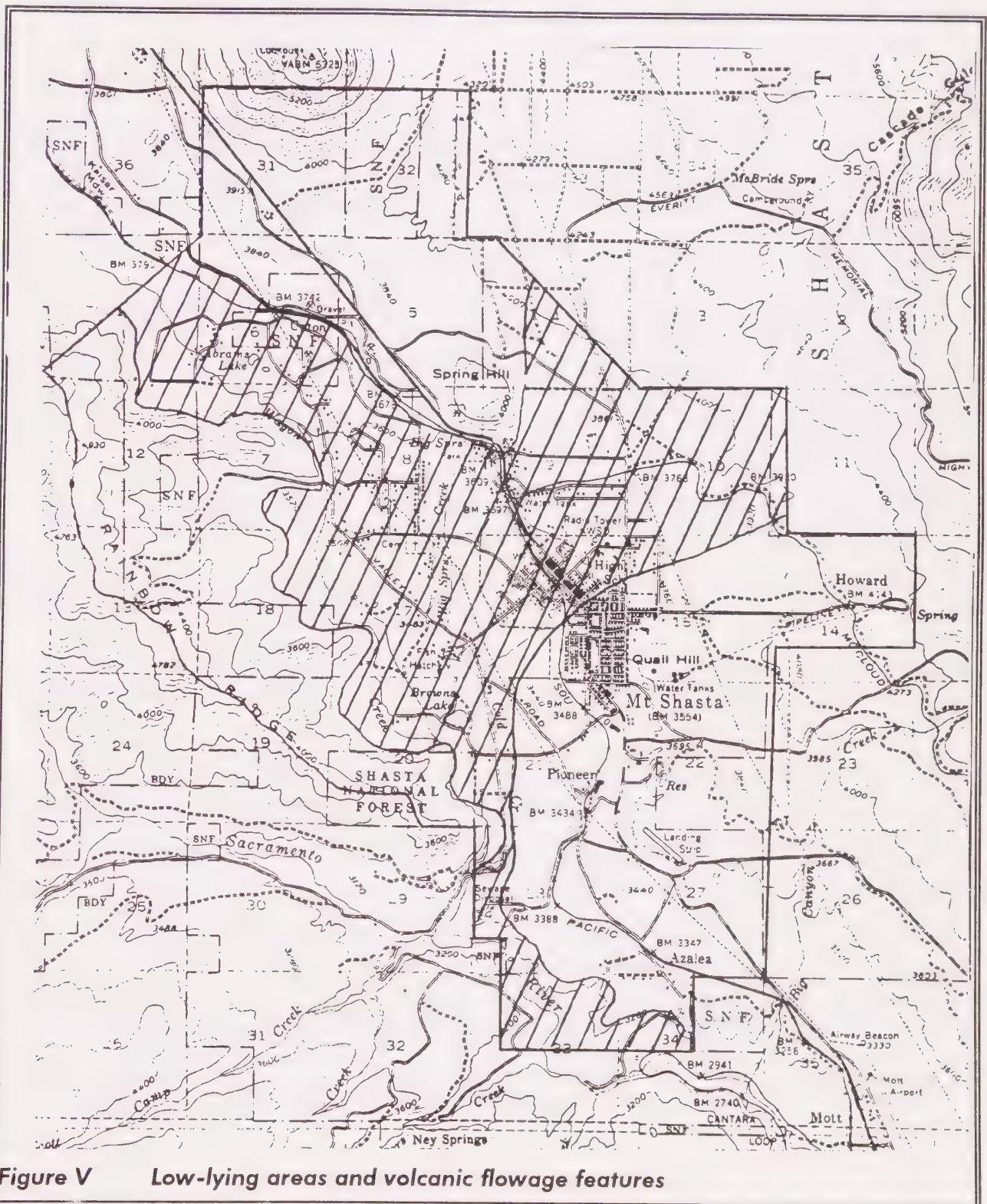
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1



contingency plans for the community.

d. Liquefaction

The California Division of Mines and Geology has identified soils in the planning that may be subject to liquefaction as a result of seismic activity. Soils underlain with glacial outwash deposits consisting of loose sands, silty sands and gravelly sands may be subject to this condition. The Division of Mines and Geology has discovered soils of this type at the Sisson Elementary school site.

2. General Plan objectives and programs

Goal SF-2: Assure life and property are adequately protected from seismic hazards in the area.

Policy SF-2.1: Avoid development in areas of steep slope and high erosion potential.

Implementation measure SF-2.1(a): Maintain a maximum density of one dwelling per ten acres of gross land area on slopes in excess of thirty percent.

Implementation measure SF-2.1(b): Amend the land development code to establish special review standards for areas with slopes of greater than thirty percent.

Implementation measure SF-2.1(c): Ensure that site development on steep slopes is designed to avoid creating areas that may be subject to slippage or movement from storm events.

Implementation measure SF-2.1(d): Encourage the use of density transfer to avoid new private construction in areas of steep slopes or high erosion potential.

Goal SF-3: Take prudent steps to maintain emergency services in the event of volcanic activity.

Policy SF-3.1: Periodically update the City's emergency service program to minimize destruction from volcanic activity.

Implementation measure SF-3.1(a): During the short-term planning period, evaluate power, telephone, water, sewer, and other utilities; roads, and landing strips for their location and resistance to the effects of various volcanic hazards, and provide the City Council with recommendations for improvements.

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Implementation measure SF-3.1(b): During the short-term planning period, Local, State, and Federal governments should develop contingency plans for a possible volcanic eruption at Mt. Shasta, including provisions for emergency communications.

Implementation measure SF-3.1(c): During the intermediate-term planning period, develop programs to educate residents about preparing for volcanic hazards.

Policy SF-3.2: Take steps to protect public facilities and emergency service providers.

Implementation measure SF-3.2(a): Avoid construction of public or emergency buildings within low-lying areas that may be subject to volcanic flows.

Implementation measure SF-3.2(b): Evaluate and upgrade necessary local codes to accommodate the potential effects of volcanic induced seismic and airfall hazards.

D. Fire Hazards

I. General Plan summary

Fire hazards within the planning area include wildland as well as structural fires.

a. Wildland Fires

Wildland fires may involve significant suppression costs, loss of forest resources and community disruption. Wildland fires also present risks to development in rural areas, threatening life and property. The risk of wildland fires in the planning area include timbered areas west of North Old Stage Road and areas immediately east of town which are contiguous to timber and brush lands.

The State's Uniform Fire Code contains minimum clearance requirements for structures, however, these provisions are seldom enforced by local agencies due to the lack of funding. The California Department of Forestry also publishes guidelines for road standards, property identification, water supply and spark arrestors.

b. Structural Fires

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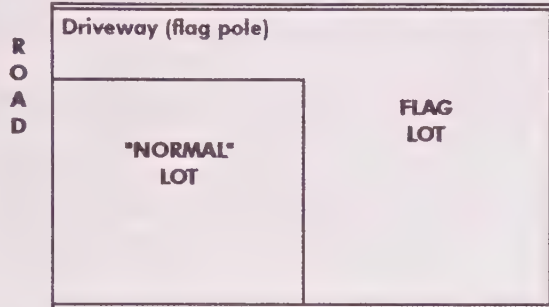
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Explanation 14: Flag lots

Flag lots are a term that applies to parcels that are designed in tandem with another parcel, where one parcel has "normal" road frontage, and the other parcel derives its access from a narrower than normal strip as long as the front parcel is deep.



Structural fires involve the provision of adequate response time, water supply and fire equipment and personnel. In areas served by City water, hydrant availability, flow and pressure are generally adequate for fire fighting purposes. Access to development in the planning area is generally adequate with the exception of "flag lots." In addition, winter snow conditions and the rail crossings sometimes delay access.

The Uniform Building Code (UBC) provides for such things as fire wall standards and sprinkler systems in certain types of new buildings.

c. Fire management and prevention issues

In response to the Oakland Hills fire and a series of devastating fires in the rural foothills, California law has been undergoing a number of revisions and updates as the Legislature, California Department of Forestry, and Fire fighting organizations undergo a soul-searching means of protecting property and life from fire danger.

Sometimes simple steps initiated at the City level can provide assistance. This includes requirements for readily-visible street addresses, maintaining public street signs and ensuring that owners of private roads do the same, and the use of fire breaks. Construction standards, such as prohibiting flammable roofing materials, encouraging the use of residential sprinkler system, and ensuring that new developments have adequate pressure to serve fire hydrants are among the simpler steps that can be implemented. Other key issues are the lengths of cul-de-sacs, flag lots, and quality of access.

The Mt. Shasta water system is considered adequate to handle foreseeable peak water supply needs. The system has received favorable consideration during the Insurance Services Office rating process. Also, the system was supplemented by the additional of a new well and 500,000 gallons of reserve storage.

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Safety element

2. General Plan objectives and programs

Goal SF-4: Protect property and life from fire hazard.

Policy SF-4.1: Update City codes to provide for fire protection.

Implementation measure SF-4.1(a): Amend the City's building code to incorporate fire prevention and wildfire protection measures.

Implementation measure SF-4.1(b): During the short-term planning period, utilize the expertise and experience of area fire fighting personnel to recommend a workable program that can be used to gain public cooperation in protecting property and lives against fire hazards.

Implementation measure SF-4.1(c): Require street and address signs to be clearly and legibly displayed for all streets and structures in the City.

Implementation measure SF-4.1(d): Amend the land development code to require adequate fire suppression water supplies for all new development, other than the construction of a single family home on an existing single family parcel.

Implementation measure SF-4.1(e): Require a minimum fire break that complies with state standards to surround all structures.

Policy SF-4.2: Ensure development standards that provide for fire protection.

Implementation measure SF-4.2(a): Avoid individual driveways of more than seventy-five feet in length by requiring as a condition of building permits extra width or mandating a paved, all-weather surface for longer driveways.

Implementation measure SF-4.2(b): Amend the land development code to require cul-de-sacs serving individual parcels with a length of more than three hundred feet be wide enough to allow for incoming- and outgoing-vehicles during a fire emergency. The minimum paved width shall be twenty-feet with two four foot shoulder areas.

Implementation measure SF-4.2(c): Amend the land development code to require special fire agency approvals for any new cul-de-sac to have a length greater than one-quarter of a mile. The City may deny a road design on the basis of single access point and length of cul-de-sac.

Implementation measure SF-4.2(d): Require all new subdivisions when viewed as complete projects have at least two points of public ingress and egress

1 unless there are overriding considerations agreed to by the fire chief
2 or California Department of Forestry for allowing only one public
3 access point.
4
5

6 **E. Hazardous Materials**

7 **1. General Plan summary**

10 Hazardous materials consists of injurious substances which may include flammable
11 liquids and gases, poisons, corrosives, explosives, oxidizers, radioactive materials and
12 medical supplies.
13

14 Hazardous materials are transported in large volumes on Interstate 5 and the
15 railroad. CalTrans indicates that nearly every conceivable type of hazardous material is
16 transported over Interstate 5. The most common materials are liquified petroleum gas and
17 gasoline. Some transportation of the hazardous material occurs on local streets within the
18 planning area but in rather small quantities compared to those transported on I-5. The
19 Southern Pacific Railroad (SPRR) transports hazardous materials through the area. The
20 most common types of materials transported by rail are flammable and non-flammable
21 gases, corrosives and flammable liquids.
22

23 The California Highway Patrol and the SPRR both maintain hazardous material
24 response units. These units are not locally based and, therefore, the Mt. Shasta Police and
25 Fire Departments would usually respond first to any incidents.
26

27 In 1991, a Southern Pacific train derailed in the City of Dunsmuir south of Mt.
28 Shasta spilling a highly toxic chemical (in the potency of the spill) into the Sacramento
29 River. The toxic spill resulted in the devastation of the fishery from Dunsmuir to Shasta
30 Lake, where the spill was finally diluted to safe levels. The accident highlighted the
31 concerns and issues associated with extensive transportation, storage, and use of hazardous
32 materials in the Planning Area.
33

34 **2. General Plan objectives and programs**

- 36 **Goal SF-5:** Protect people and the environment from hazardous materials
37 exposure.
38
- 39 **Policy SF-5.1:** Assure that the use, storage, and transportation of hazardous materi-
40 als complies with Federal and State regulations.
41
42

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Safety element

1 Implementation measure SF-5.1(a): Working with the State Department of Health and the
2 County Health Department, enforce the applicable provisions of State
3 law related to hazardous materials storage.
4

5 Implementation measure SF-5.1(b): Ensure that the Fire Department maintains the
6 appropriate "Right-to-Know" records related to storage, use, and
7 disposal of hazardous materials.
8

9 Policy SF-5.2: Develop communications with the rail roads concerning the transpor-
10 tation of hazardous materials.
11

12 Implementation measure SF-5.2(a): Each year during the annual review of the General
13 Plan, send a letter to the appropriate official of the McCloud and
14 Southern Pacific Rail Road requesting notification of any changes in
15 the status of the railroads' procedures for tracking and transporting
16 hazardous materials in the area.
17

18 Implementation measure SF-5.2(b): At least once every three years, coordinate an emer-
19 gency services exercise with the County Office of Emergency Services
20 to practice procedures related to a hazardous material spill.
21
22

F. Evacuation and Related Infrastructure

1. General Plan summary

a. Evacuation and Emergency Response

29 Response and evacuation procedures are addressed in the City's Emergency Plan
30 which is regularly updated, most recently in 1989. The responsibility of day-to-day emer-
31 gency response is that of the Mt. Shasta Fire and Police Departments and County Sheriff.
32
33

34 Principal evacuation routes from Mt. Shasta include I-5 north and south bound and
35 Highway 89 to the southeast.
36

37 General evacuation of the Mt. Shasta area could be required under an extreme
38 volcanic eruption. Such an eruption is expected to be preceded by warning signs provided
39 by seismic and other monitoring devices installed in the Mt. Shasta area. As in the case of
40 Mt. St. Helens, a warning would be issued and an orderly evacuation could take place.

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Safety element

b. Related Infrastructure

Minimum road widths are prescribed by City and County road standards to insure adequate evacuation routes. Clearances around structures are required by the California Department of Forestry for fire protection.

2. General Plan objectives and programs

Goal SF-6: Identify and maintain emergency evacuation routes.

Policy SF-6.1: Working with the County, identify routes to evacuate area residents for different types of emergencies.

Implementation measure SF-6.1(a): Prior to the conclusion of the short-term planning period, work with the County to establish emergency evacuation routes in the event of different categories of emergencies: sever rain or snow storm, flood, fire, volcanic, or seismic.

VII. Noise Element

A. General Plan summary

The Noise Element is intended to accurately reflect the noise environment, the stationary sources of noise, and impacts of noise on local residents. This element includes the identification and appraisal of major noise sources, the existing and projected levels of noise and noise contours for major noise sources, and the determination of the extent of noise problems in the community.

A community noise survey was conducted in 1992 to describe existing noise levels in noise-sensitive areas within the Mt. Shasta Planning area. This was undertaken for noise level performance standards to be developed to maintain an acceptable noise environment.

1. Roadway noise

Significant noise sources in the Planning Area include traffic on major roadways and highways, railroad operations, and fixed noise sources. Noise modeling techniques and noise measurements were used to develop generalized L_{DN} noise contours for the existing conditions of these sources. Noise contours are used as a guide for establishing a land use pattern which minimizes the exposure of residents to excessive noise. Because local topography, vegetation or intervening structures may significantly affect noise exposure at a particular location, the noise contours should not be considered site-specific.

Traffic noise levels for existing and future traffic volumes were calculated for the Planning Area. The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model was used to develop L_{DN} contours for all state highways and major arterial roadways in the Mt. Shasta area. Distances from the centerlines of selected roadways to the 60 and 65 dB L_{DN} contours are summarized in Table XV on page 130. Figure W on page 131 shows the location of the 60 dB L_{DN} future roadway noise contours.

The curve of a road, its steepness, and factors such as topography or a depressed road, and even buildup can affect how loud noise is perceived. The distances reported in Table XV are estimates of noise exposure along roadways in the City of Mt. Shasta based on samples and models. The effects of topography and depressed roadways on roadway noise propagation are discussed in the General Plan appendix.

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Noise element

Table XV Noise contour data

		Distance (feet) from center of roadway to L _{DN} contours			
Seg. No.	Description	Existing		Future	
		60 dB	65 dB	60 dB	65 dB
Interstate 5:					
1	South of S.R. 89	811	376	1372	637
2	S.R. 89 to Lake Street	811	376	1372	637
3	Lake Street to N. Mt. Shasta Interchange	811	376	1372	637
4	N. Mt. Shasta Interchange to Abrams Lake Rd.	939	436	1588	737
5	North of Abrams Lake Road	939	436	1588	737
State Route 89:					
6	South of I-5	179	83	323	150
West Lake Street:					
7	West of Morgan Way	72	33	98	46
8	Morgan Way to Commercial Street	72	33	98	46
9	Commercial Street to Pine	78	36	106	49
10	East of Pine	78	36	106	49
Mt. Shasta Boulevard					
11	S.R. 89 to Wayside Inn	19	9	27	12
12	Wayside Inn to Ream Street	80	37	110	51
13	Ream Street to Chestnut	91	42	124	58
14	Chestnut to Mt. Shasta Park	57	27	78	36
15	North of Mt. Shasta Park	43	20	59	28

The General Plan provides broad guidance. Within areas where noise exposure may be significant, the effects of site-specific factors can be determined from precise on-site traffic noise measurements. Table XVI on page 132 provides some examples of roadway noise calibration results along major highways within the City of Mt. Shasta, some of which differ from the FHWA Model prediction results. Figure X on page 133 shows the locations of the noise monitoring sites.

The actual noise levels associated with traffic on I-5 ranged between 4.2 and 7.3 dB less than those predicted by the FHWA Model at the measurement locations, based upon the comparison of measured vs modeled noise levels contained in Table XVI. It is assumed that this is due to the fact that I-5 is lower than the surrounding area, and traffic noise is shielded by local topography. The

Explanation 15: Transportation noise sources

For the purposes of the Noise Element, transportation noise sources are defined as traffic on public roadways and railroad line operations. Control of noise from these sources is preempted by Federal and State regulations. Other noise sources are presumed to be subject to local regulations, such as a noise control ordinance.

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Noise element

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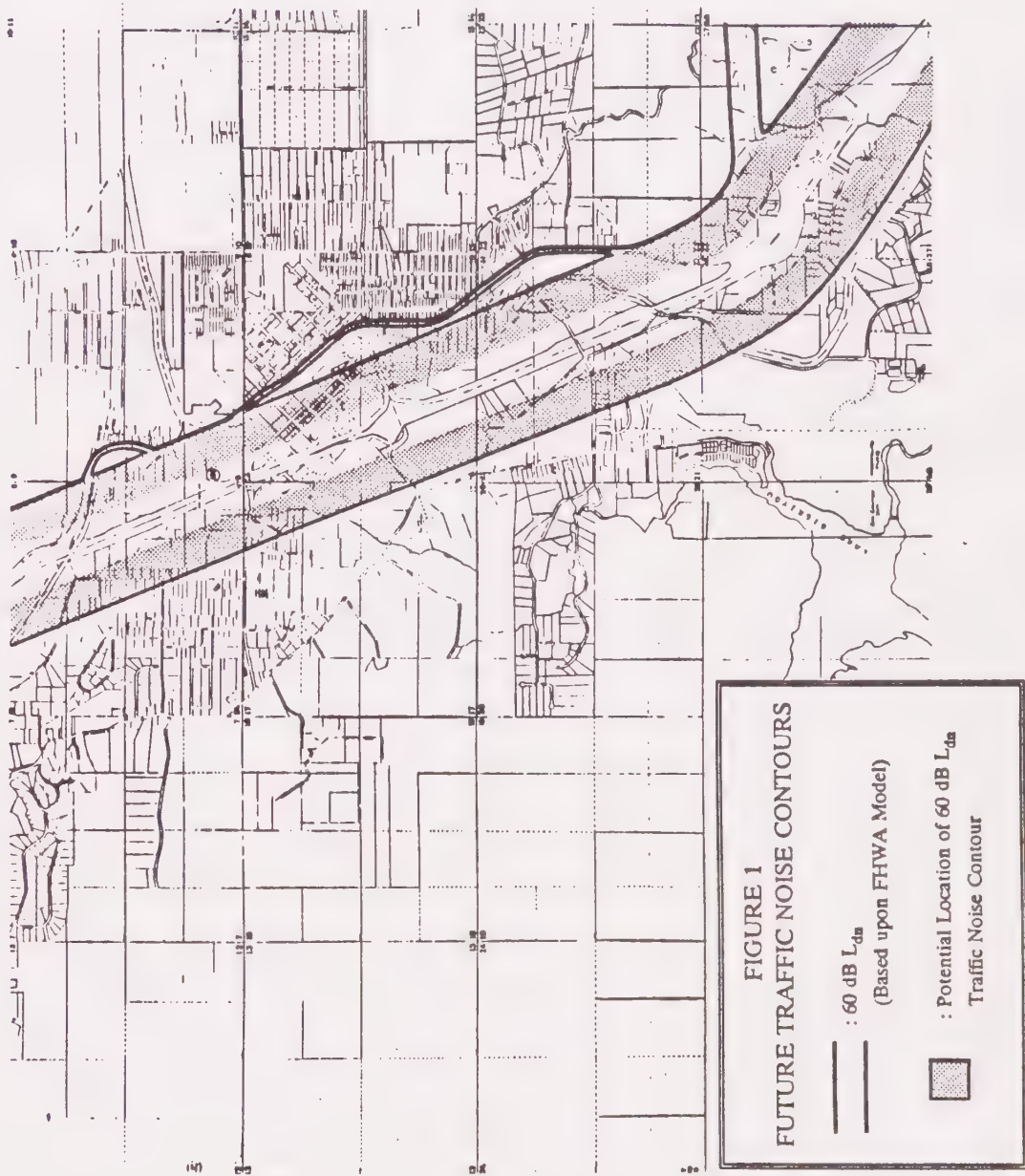


Figure W Traffic noise contours

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Noise element

intent of the roadway noise contours shown on Figure W and listed in Table XV is to illustrate the potential for conflicts between traffic noise levels and potential noise-sensitive receivers.

Table XVI **Roadway noise predictions**
Actual measurements vs. the Federal Highway Administration model results

Roadway Segment	Vehides/hour			Distance (feet)	L _{EQ} , dB		Reason for Difference
	Autos	Medium Trucks	Heavy Trucks		Measured	Modeled	
S.R. 89 S. of I-5	168	12	48	50	68.1	68.0	No Difference
I-5 S. of Lake Dr.	800	12	280	150	61.7	69.0	Depressed Roadway
I-5 @ Ivy Street	1168	32	240	300	60.4	64.6	Depressed Roadway in So. Bound Direction
I-5 @ Mt. Shasta Hospital	1280	40	264	250	60.5	66.2	Depressed Roadway
The differences between the roadway noise measurements and the FHWA model prediction results shown above are site specific. They are provided to illustrate the potential effects that local topography, roadway grade and elevated receivers can have on noise propagation.							

The data in Table XVI indicate that a detailed site-specific analysis could determine that actual traffic noise levels may be less at a specific project site. Figure W also includes a shaded area inside the future 60 dB I-5 traffic noise contour which indicates the range where the actual 60 dB L_{DN} roadway noise contour may be located.

Traffic noise contours were not developed for every roadway segment in the City of Mt. Shasta. Figure Y on page 134 was prepared using the FHWA Model to be used as an estimate of the distance to the 60 dB L_{DN} contour for projected volumes of arterial traffic. For arterial traffic, the predicted distance to the 60 dB L_{DN} contour is determined by the Average Daily Traffic Volume (ADT) and the posted speed limit. L_{DN} contours derived from Figure Y are only indicators of potential noise conflicts, and may require more detailed analysis to determine traffic noise levels at any given location.

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Noise element

7

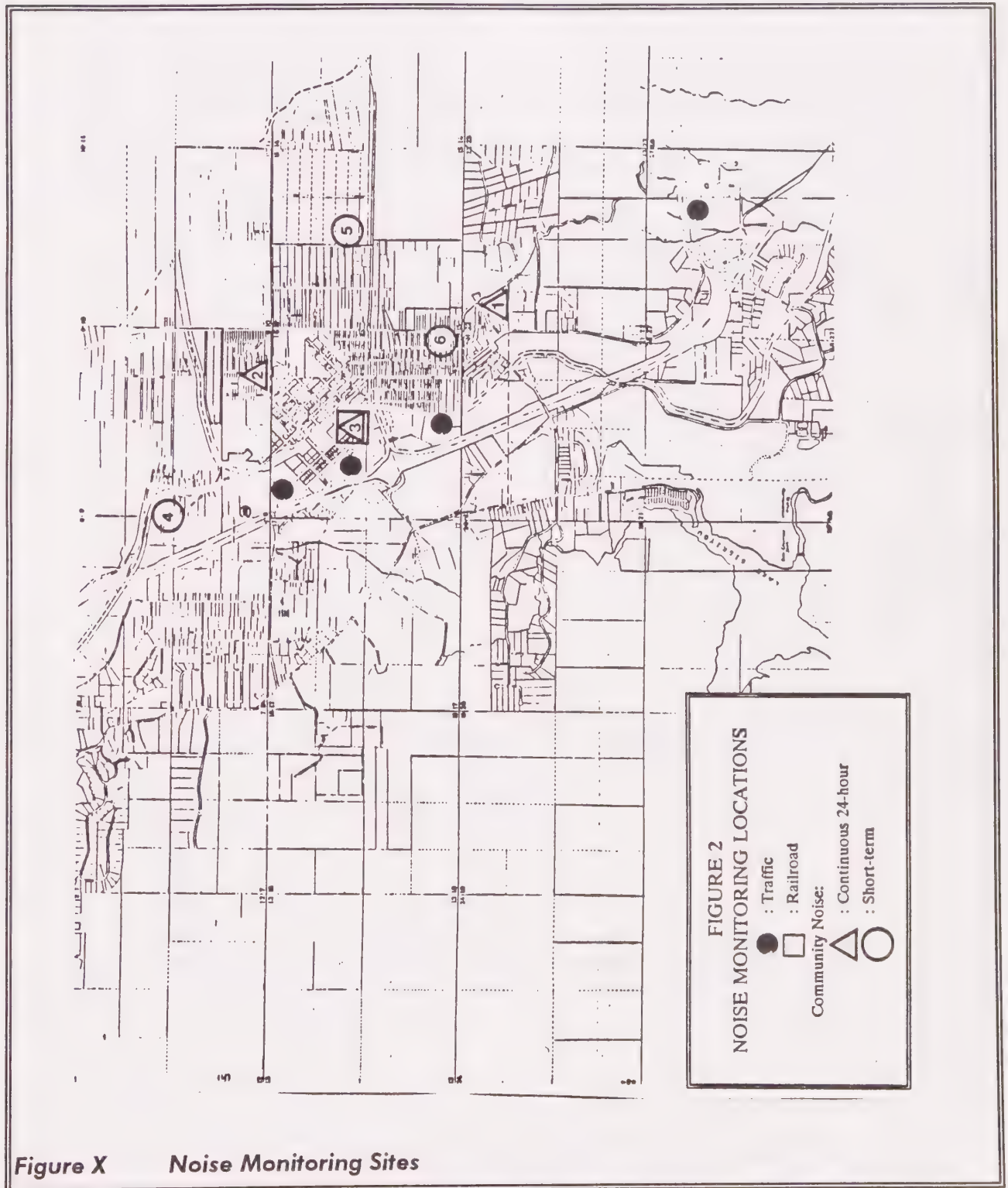


Figure X Noise Monitoring Sites

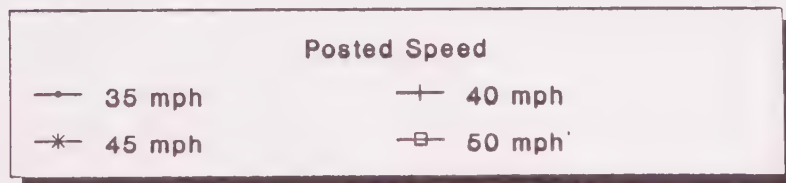
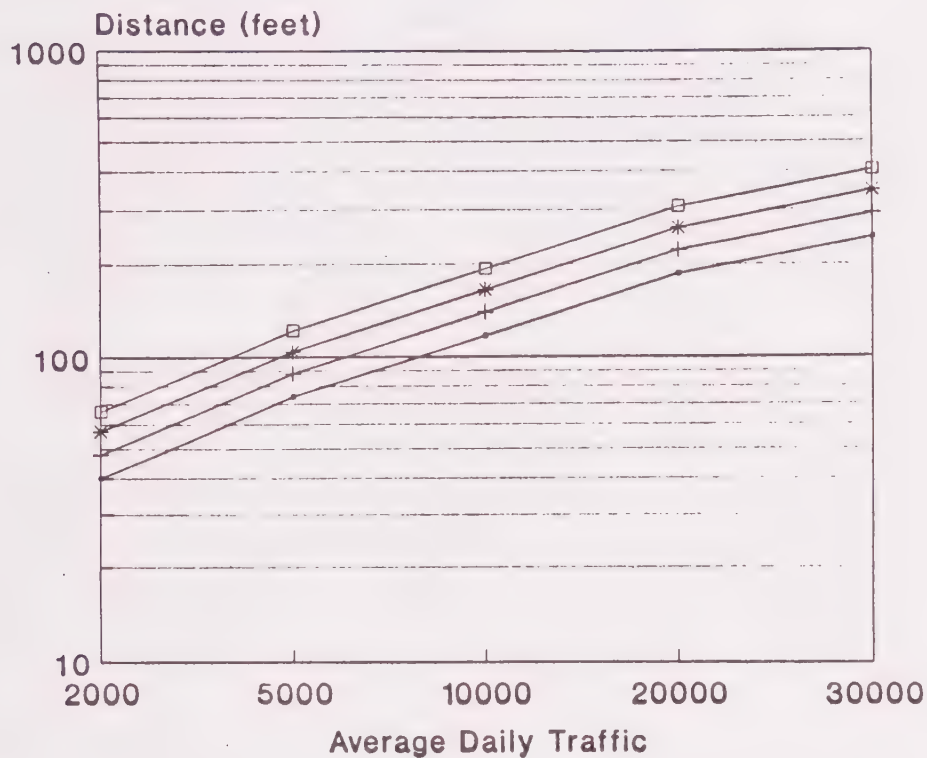
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Noise element

Distance to 60 dB Ldn Contour
Arterial Traffic



FHWA RD-77-108

Figure Y Distance to 60 dB L_{dn} Contour

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Noise element

2. Railroad noise

Railroad activity in the City of Mt. Shasta General Plan study area includes freight and Amtrak activity on the Southern Pacific Transportation Company (SPRR) tracks, and occasional freight activity on the McCloud River Railroad track. The SPRR line runs north/south through the City of Mt. Shasta. Various land uses, including residential uses, are located adjacent to the railroad tracks. The McCloud River Railroad extends east from the SPRR line toward the town of McCloud.

Approximately 16 freight trains and two Amtrak trains operate daily on the SPRR trackage through the plan area. Freight train operations occur on an unscheduled basis throughout the daytime and nighttime periods, and Amtrak operations generally occur during the nighttime period. The McCloud River Railroad may have one operation per day. Estimates of future railroad operations were not available.

Noise level measurements were conducted within the Planning area to determine the contribution of SPRR railroad operations to the noise environment. The monitoring location is shown on Figure X.

Noise level measurements were taken to determine typical sound exposure levels (SEL), number of daily operations, and existing L_{DN} values for railroad line operations in the study area, accounting for the effects of local topography, climate, train speed, noise of warning horns and other factors which may affect noise generation. The results of the railroad noise measurements are shown in Table XVII and Figure Z on page 136.

Table XVII **SPRR Railroad noise measurement results**

June 8 and 9, 1992

Measurement Location	Train type	Noise Level, dB	
		SEL	L_{MAX}
215 West Castle Street	Freight	103.2	93.2
	Amtrak	96.5	91.3

The major noise sources associated with train operations in Mt. Shasta are warning horn and locomotive engines. There are approximately five at-grade railroad crossings within the City of Mt. Shasta, and warning horns can be sounded and heard at almost any location along the SPRR trackage.

For the purposes of the General Plan Noise Element, it is useful to estimate generalized distances to the 60 and 65 dB L_{DN} noise contours for each of the railroad tracks within the City of Mt. Shasta. Table XVIII shows the generalized distances to the noise contours associated with railroad operations within the City of Mt. Shasta. Figure AA on page 138 shows the locations of the 65 dB L_{DN} railroad noise contours.

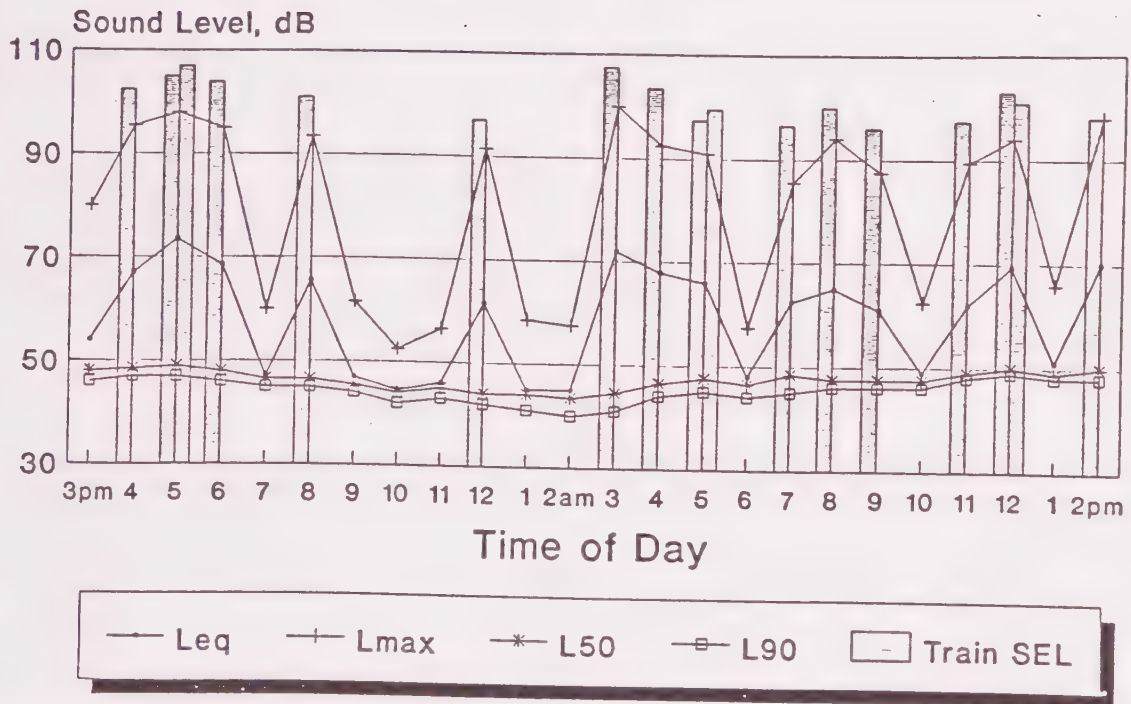
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Noise element

Hourly/Train Operation Noise Levels
215 W. Castle St.
June 8-9, 1992



Ldn = 71.5 dB

Figure Z Hourly train operation noise levels

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Noise element

Table XVIII **Approximate distance to railroad noise contours**

Train	L _{DN} , dB, 100 Feet From Tracks	Distance to L _{DN} Contour (feet)	
		60 dB	65 dB
SPRR	70.7	517	240
McCloud River	51.9	30	14

3. Fixed noise sources

The production of noise is a result of many industrial processes, even when the best available noise control technology is applied. Noise exposures within industrial facilities are controlled by Federal and State employee health and safety regulations (OSHA and Cal-OSHA), but exterior noise levels may exceed locally acceptable standards. Commercial, recreational and public service facility activities can also produce noise which affects adjacent sensitive land uses. These noise sources can be continuous and may be annoying to individuals who live in the nearby vicinity. In addition, noise generation from fixed noise sources may vary based upon climatic conditions, time of day and existing ambient noise levels.

From a land use planning perspective, fixed-source noise control issues focus upon two issues: (1) prevent the introduction of new noise-producing uses in noise-sensitive areas, and (2) prevent encroachment of noise sensitive uses upon existing noise-producing facilities. The first goal can be achieved by applying noise performance standards to proposed new noise-producing uses. The second goal can be met by requiring that new noise-sensitive uses in proximity to noise-producing facilities include mitigation measures to ensure compliance with noise performance standards.

There are numerous industrial facilities which are dispersed throughout the planning area. The following descriptions of existing fixed noise sources are intended to identify specific noise sources which should be considered in the review of development proposals and are representative of the relative noise impacts of such uses,

There are three areas within the City of Mt. Shasta which have light industry and commercial uses. The three areas include the north side of town, adjacent to Mt. Shasta Boulevard, between the Mt. Shasta Park and Nixon Street; the south Ream Avenue area which is located near the intersection of Ream Avenue and Court Street; and the south side area adjacent to Mt. Shasta Boulevard. In addition, the Sousa Redi-Mix facility which is located outside of the City limits in Siskiyou County was identified as a potential fixed noise source affecting areas within the Mt. Shasta city limits.

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Noise element

1



Figure AA *Railroad noise contours*

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Noise element

a. North side commercial area

The commercial area on the north side of Mt. Shasta is comprised primarily of commercial land uses which include petroleum product sales, automotive repair, and tire and automotive supply. Typical noise sources associated with these land uses include heavy truck traffic, HVAC systems,¹⁶ tire breakers, impact wrenches and compressors.

The majority of the businesses in this area operate during the daytime hours. During a site investigation on June 9, 1992, the noise environment in this area was dominated by local roadway traffic and railroad activities. Noise measurements associated with the operation of the businesses were not conducted. File data for typical single event noise levels associated with truck movements range between 70 and 85 dB SEL at a distance of 75 feet. Data for maximum noise levels associated with air impact wrenches and tire breakers are approximately 89 dB and 105 dB respectively, at a distance of 10 feet.

Discussions with City staff indicate that commercial operations in this area do not generate many noise complaints from nearby residences.

b. South Ream commercial area

The south Ream Avenue area is comprised primarily of trucking facilities. Noise sources associated with the operation of these facilities include truck traffic, HVAC systems and refrigeration trucks. These facilities typically operate during the daytime hours. However, the refrigeration trucks have compressors which may operate 24 hours per day.

Based upon discussions with the City staff, the refrigeration trucks frequently generate noise complaints from residents adjacent to the facilities. Sound level measurements of two refrigeration trailer compressors were conducted at one of the trucking facilities. A continuous noise level of 64 dB was measured at a distance of 50 feet from the trailers.

c. South commercial and industrial area

This area includes an abandoned lumber yard, the City of Mt. Shasta Public Works Yard and the Siskiyou Opportunity Center, which includes a recycling center.

Noise sources associated with the City's Public Works yard are primarily related to the movement of heavy equipment. However, these activities are intermittent and seldom occur.

¹⁶/HVAC is the acronym for heating, ventilation, and air conditioning systems.

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Noise element

The recycling center which is associated with the Siskiyou Opportunity Center is located at the corner of Mt. Shasta Boulevard and Bear Springs Road. The recycling center operates between the hours of 8:00 a.m. and 3:30 p.m. Monday through Friday, and 9:00 a.m. to 3:30 p.m. every other Saturday. Major noise sources associated with the operation of the recycling center include breaking glass and a can crushing machine, which crushes aluminum cans and loads the cans into transport trucks.

Recently, the City of Mt. Shasta received a noise complaint with regards to the operation of the recycling center. At the request of the City, the operator constructed a building which currently houses the "glasshopper" and provides some shielding of noise levels from the can crushing operation. Noise level measurements of the can crusher were 80 dB L_{EQ} at a distance of 50 feet. The noise measurement location was made without using shielding.

d. Sousa Redi-Mix

The Sousa Redi-Mix plant is located at 100 Upton Road, outside of the city limits on the west side of Interstate 5. Sousa Redi-Mix provides sand and gravel and ready-mixed concrete products. Typical noise sources associated with the plant operation which could be heard within the city limits could include truck traffic, front loaders, back up bells, conveyor belt systems, air vibrators which shake material from hoppers into trucks, and the sound of sand and gravel on metal as trucks are being loaded.

The noise environment within the city limits was dominated by roadway traffic on I-5, and operations associated with the redi-mix plant did not contribute significantly to the area noise environment.

4. Community noise survey

A community noise survey was conducted to document noise exposure in areas of the city containing noise sensitive land uses. For that purpose, noise sensitive land uses in the planning area were considered to include residential areas, parks and schools. Noise monitoring sites were selected to be representative of typical conditions in the city.

Short-term noise monitoring was conducted on June 8-9, 1992 at three separate sites. Each site was monitored three different times during the day and night so that valid estimates of L_{DN} could be prepared. Three long-term noise monitoring sites were established in the City as part of the General Plan Update to record day-night statistical noise level trends. The data collected included the L_{EQ} and other statistical descriptor. Measured noise levels and estimated L_{DN} values at each site are summarized in Table XIX on page 141. Monitoring sites are shown by Figure X. Figure BB through Figure DD on pages 142 through 144 show the results of the community noise monitoring.

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Noise element

The community noise survey results indicate that typical noise levels in noise sensitive areas of the planning area range from 46 dB to 71 dB L_{DN} . Traffic on I-5, local roadways, railroad line operations and neighborhood activities are the controlling factors for background noise levels in the majority of the study area.

The L_{90} values shown in Figure BB and Figure CC for the 24-hour monitoring locations represent background noise levels, where there are typically no identifiable local noise sources. The L_{50} values represent median noise levels. The L_{EQ} values in Table XIX and Figure BB through Figure DD represent the average noise energy during the sample periods, and show the effects of brief noisy periods. The L_{EQ} values were the basis of the estimated L_{DN} values. L_{MAX} values show the maximum noise levels observed during the samples.

The noise levels measured at 215 Castle Street (Figure CC on page 143) indicate that most of the hourly L_{EQ} values were influenced by train traffic along the SPRR tracks.

Table XIX
Summary of measured noise levels and estimated day-night levels (L_{DN})

Site	Location in noise sensitive land uses areas	Date	Time	Sound level, dB				
				L_{90}	L_{50}	L_{eq}	L_{max}	Est. L_{dn}
*1	509 LeBaron Street	6/8/92 6/8/92 6/9/92	17:00 23:00 10:00	38 40 38	40 45 41	42.5 50.0 43.0	56.5 66.5 60.0	61.9 dB
*2	619 Ski Bowl Drive	6/8/92 6/8/92 6/9/92	17:00 23:00 10:00	43 36 40	47 40 44	49.5 41.0 46.5	66.5 57.5 67.0	52.9 dB
*3	215 West Castle Street	6/8/92 6/8/92 6/9/92	17:00 23:00 10:00	47 43 46	48 45 48	73.5 46.0 49.0	98.0 56.5 62.5	71.5 dB
4	Mt. Shasta Park	6/8/92 6/9/92 6/9/92	22:00 7:00 13:30	-- -- --	-- -- --	48.0 56.3 58.5	58.0 62.0 62.0	58.0 dB
5	McCloud Avenue/Jefferson Road	6/8/92 6/9/92 6/9/92	22:30 8:30 12:00	-- -- --	-- -- --	38.5 36.3 45.4	40.0 41.0 48.0	46.0 dB
6	Ida Street/So. "B" Street	6/8/92 6/9/92 6/9/92	23:00 9:30 12:45	-- -- --	-- -- --	40.5 41.0 48.4	44.0 46.0 52.0	48.0 dB

* = Continuous monitoring site

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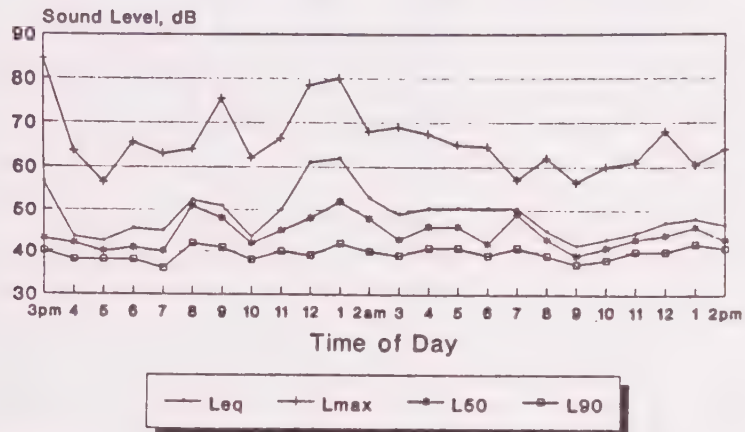
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Noise element

Hourly Noise Levels

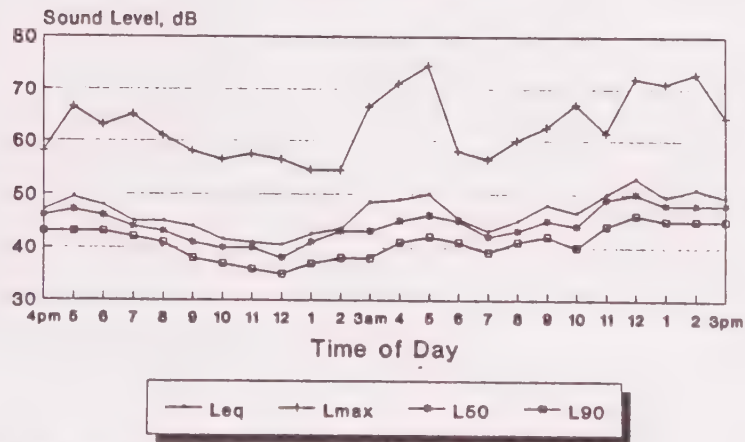
509 Le Baron St.
June 8-9, 1992



Ldn = 61.9 dB

Hourly Noise Levels

619 Ski Bowl Dr.
June 8-9, 1992



Ldn = 52.9 dB

Figure BB Hourly noise levels

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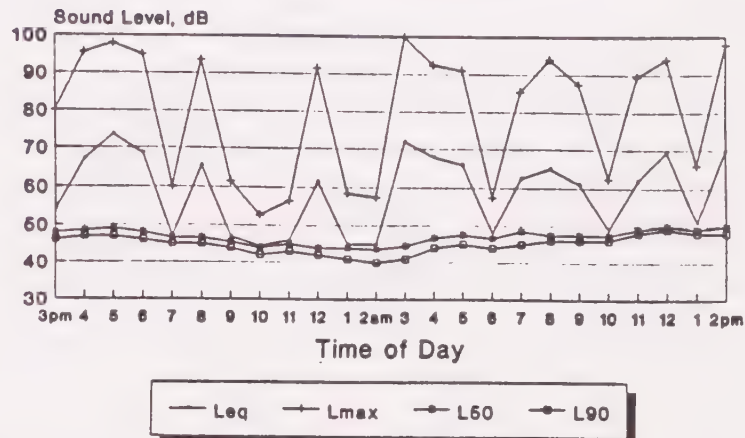
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Noise element

Hourly Noise Levels

215 W. Castle St.

June 8-9, 1992

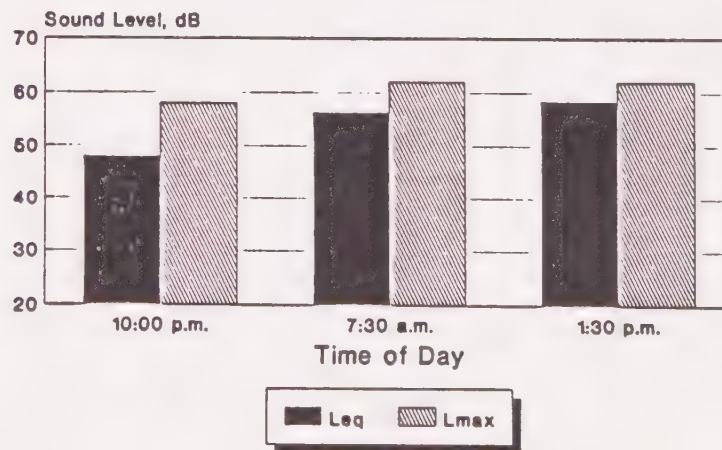


Ldn = 71.6 dB

Short-Term Community Noise Measurement

Mt. Shasta Park

June 8-9, 1992



Ldn = 58 dB

Figure CC Hourly noise levels, continued • Short term community noise measurements

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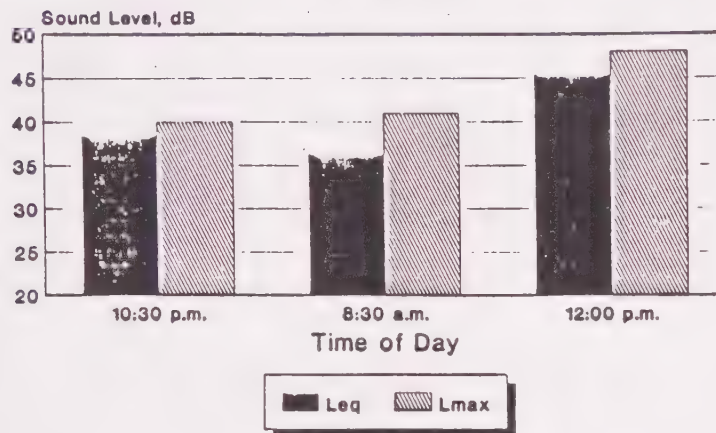
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Noise element

Short-Term Community Noise Measurement

Mc Cloud Ave./Jefferson Rd.

June 8-9, 1992

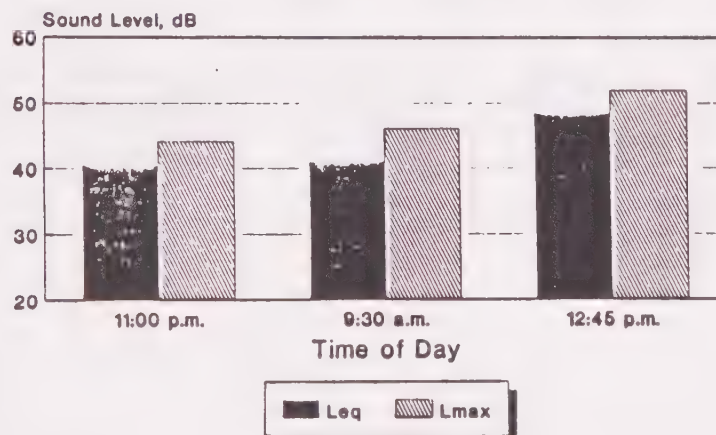


Ldn = 46 dB

Short-Term Community Noise Measurement

Ida Street/S."B" Street

June 8-9, 1992



Ldn = 46 dB

Figure DD Short term community noise measurement, continued

B. General Plan objectives and programs

Goal NZ-1: Protect City residents from the harmful and annoying effects of exposure to excessive noise.

Policy NZ-1.1: Enforce standards for noise exposure from proposed and existing non-transportation noise sources.

Implementation measure NZ-1.1(a): Enact a noise control ordinance during the short-term planning period.

Implementation measure NZ-1.1(b): When noise levels due to non-transportation noise sources exceed acceptable noise level standards, incorporate noise mitigation measures.

Implementation measure NZ-1.1(c): Noise created by new proposed non-transportation noise sources shall not exceed acceptable noise level standards.

Policy NZ-1.2: Review impacts more closely when a project is potentially a high noise generator.

Implementation measure NZ-1.2(a): Proposed non-residential land uses which are likely to produce noise levels exceeding the acceptable noise standards at existing or planned noise-sensitive uses, shall require an acoustical analysis as part of the application review process to ensure that methods of achieving noise standards are included in project design.

Policy NZ-1.3: Emergency service and agriculture uses shall be allowed to continue or be initiated even if noise standards are exceeded.

Implementation measure NZ-1.3(a): Noise sources associated with agricultural operations on lands zoned for emergency equipment, fire fighting, and agricultural uses are exempt from noise standards.

Policy NZ-1.4: Enforce General Plan noise standards for noise exposure from proposed and existing transportation noise sources.

Implementation measure NZ-1.4(a): Evaluate transportation noise sources of proposed projects according to acceptable noise level standards.

Implementation measure NZ-1.4(b): Using acceptable acoustical engineering and construction standards, incorporate design features to reduce traffic noise to achieve acceptable noise standards.

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Noise element

1 Implementation measure NZ-1.4(c): Noise created by new transportation noise sources,
2 including roadway improvement projects, shall be mitigated to achieve
3 acceptable noise level standards.
4

5 Implementation measure NZ-1.4(d): Actively enforce the California Vehicle Code sections
6 relating to adequate vehicle mufflers and modified exhaust systems.
7

8 Policy NZ-1.5: Actively work to reduce noise generated by City transportation
9 equipment.
10

11 Implementation measure NZ-1.5(a): The City shall acquire equipment and vehicles that
12 comply with noise level performance standards based upon the best
13 feasible noise reduction technology.
14

15 Policy NZ-1.6: The City Development Code shall include procedures to ensure that
16 required noise review and mitigation measures are implemented in the
17 project review and building permit processes.
18

19 Implementation measure NZ-1.6(a): Proposed noise-sensitive land uses in areas exposed
20 to existing or projected exterior noise levels, which exceed acceptable
21 noise standards, shall require an acoustical analysis as part of the
22 environmental review process so that noise mitigation may be included
23 in the project design.
24

25 Policy NZ-1.7: Noise mitigation measures required to achieve acceptable noise stan-
26 dards shall emphasize site planning and project design.
27

28 Implementation measure NZ-1.7(a): Use creative concepts and accepted acoustical engi-
29 neering standards to achieve acceptable noise standards.
30

31 Implementation measure NZ-1.7(b): The use of noise barriers, such as soundwalls, shall
32 be considered a supplemental means of achieving the noise standards
33 after all practical design-related noise mitigation measures have been
34 integrated into the project.
35

36 Policy NZ-1.8: Monitor compliance with noise standards.
37

38 Implementation measure NZ-1.8(a): Develop and employ procedures in cooperation with
39 Siskiyou County Health Department to monitor compliance with the
40 standards of the Noise Element after completion of projects where
41 noise mitigation measures were required.
42

43 Implementation measure NZ-1.8(b): Building design shall be reviewed to enforce the State
44 Noise Insulation Standards (California Code of Regulations, Title 24)
45 and Chapter 35 of the Uniform Building Code (UBC).

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Noise element

Goal NZ-2: Support the economic base of the City by avoiding land uses incompatible with existing or planned noise-producing uses.

Policy NZ-2.1: Amend the development code to promote compatible land uses and accommodate existing or planned noise-producing uses in concert with noise exposure.

Implementation measure NZ-2.1(a): Periodically review and update the Noise Element to ensure that noise exposure information and specific policies are consistent with changing conditions within the community and with noise control regulations or policies enacted after the adoption of this Element.

Table XX **Noise level performance standards for new projects affected by or including non-transportation sources**

Noise Level Descriptor	Daytime (7 a.m. to 10 p.m.)	Nighttime (10 p.m. to 7 a.m.)
Hourly L_{EQ} , dB	55	45
Maximum level, dB	75	65
Each of the noise levels specified above shall be lowered by five dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises. These noise level standards do not apply to residential units established in conjunction with industrial or commercial uses (e.g., caretaker dwellings).		

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Noise element

Table XXI **Acoustical analysis standards**

An acoustical analysis prepared pursuant to the Noise Element shall:	
A.	Be the responsibility of the applicant.
B.	Be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.
C.	Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions and the predominant noise sources.
D.	Estimate existing and projected (20 years) noise levels in terms of L_{DN} or CNEL and/or the standards of Table XV and compare those levels to the adopted policies of the Noise Element. Noise prediction methodology must be consistent with the appendix to the Noise Element.
E.	Recommend appropriate mitigation to achieve compliance with the adopted policies and standards of the Noise Element. Where the noise source in question consists of intermittent single events, the report must address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
F.	Estimate noise exposure after the prescribed mitigation measures have been implemented.
G.	Describe a post-project assessment program which could be used to evaluate the effectiveness of the proposed mitigation measures.

Table XXII **Maximum allowable noise exposure**

Land Use	Outdoor Activity Areas ¹ $L_{DN}/CNEL$, dB		Interior Spaces	
	Roadways	Railroads	$L_{DN}/CNEL$, dB	L_{EQ} , dB ²
Residential	60 ³	65 ⁴	45	--
Transient Lodging	65 ⁴	65 ⁴	45	--
Hospitals, Nursing Homes	60 ³	60 ³	45	--
Theaters, Auditoriums, Music Halls	--	--	--	35
Churches, Meeting Halls	60 ³	65 ⁴	--	40
Office Buildings, Retail Commercial	70	70	--	45
Schools, Libraries, Museums	--	--	--	45
Playgrounds, Neighborhood Parks	70	70	--	--

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Noise element

Land Use	Outdoor Activity Areas ¹ L _{DN} /CNEL, dB		Interior Spaces	
	Roadways	Railroads	L _{DN} /CNEL, dB	L _{EQ} , dB ²
1	<div>1 Where the location of outdoor activity areas is unknown, the exterior noise level standard shall be applied to the property line of the receiving land use.</div> <div>2 As determined for a typical worst-case hour during periods of use.</div> <div>3 Where it is not possible to reduce noise in outdoor activity areas to 60 dB L_{DN}/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB L_{DN}/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.</div> <div>4 Where it is not possible to reduce noise in outdoor activity areas to 65 dB L_{DN}/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 70 dB L_{DN}/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.</div>			
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1

VIII. Environmental Impact Report

1 The environmental impact report and the Mt. Shasta General Plan

The Environmental Impact Report for the Mt. Shasta Draft General Plan is prepared in accordance with Title 14 of the California Code of Regulations §15166. This section of California code allows the Environmental Impact Report to be a part of a General Plan. The City has selected this approach because the content of the General Plan contains much of the same information that is required to be contained within an environmental impact report. The environmental impact report is integrated within the General Plan. The Draft EIR was published in sections and components that were highlighted within the Draft General Plan text. Many members of the public reviewing the General Plan commented at the public hearing that this made the Plan and EIR easy to follow. One written comment indicated that the organizational structure was confusing.

General Plan environmental impact reports (EIRs) are not the same as an EIR prepared for a specific project. The major focus of environmental regulations is related to the "project EIR," a document prepared for a development proposal. CEQA allows the General Plan EIR to be incorporated into the Plan document. The State CEQA Guidelines states "The requirements for preparing an EIR on a local general plan...will be satisfied by using the general plan...as the EIR and no separate EIR will be required..."¹⁷ if the consolidated Plan and EIR contain all of the required information specific in the CEQA Guidelines and a cover sheet or special section addressing where the points are listed. This special section of contents is located on page x.

1.1 Supplemental sections of the EIR contained within the body of the General Plan

There are a number of components required in environmental impact reports that the General Plan replaces. For the consolidated General Plan and EIR, the following information provides additional guidance in order to find where EIR requirements are located within the General Plan. This section also aids in conforming to the requirements of 14 CCR §15166(a)(2).

1. Project description. The Introduction to the General Plan beginning on page 1, in combination with EIR Section 3 on 159, serve as the Project Description

¹⁷/Governor's Office of Planning and Research, California Environmental Quality Act: Statutes and Guidelines, 1992 (North Highlands: Department of General Services, Publications Division, June, 19992), §15166, page 110.

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for the Environmental Impact Report. To provide further detail in describing the project, each General Plan objectives and programs section represents the project for which the EIR is being prepared (14 CCR §15124(a)-(c)).

2. Environmental setting. General Plan Sections I.B on page 1 and I.E on page 8 provide the foundation for the Environmental Setting. In addition, each section in the General Plan labeled General Plan summary serves as a supplemental environmental setting for the particular issue providing more detailed information about the setting. (15 CCR §15125)

3. Mitigation measures (14 CCR §15126(c)). The approach in the General Plan is that the implementation measures serve as mitigation measures. If an implementation measures does not avoid or reduce to insignificance a potentially significant environmental effect, the City Council will need to disclose the reasons the impact is left unresolved in a series of findings called statements of overriding considerations that are prepared as a part of the final adoption process.

It should be noted that most of the impacts of the General Plan are indirect environmental effects — that is the impact will not occur until a development proposal submitted in conformance with the General Plan is constructed. The implementation program is then designed to identify the potential impact and provide for mitigation to take place as a part of project construction. The State CEQA Guidelines state that a General Plan EIR should "...focus on the secondary effects that can be expected to follow from the adoption of [a Plan]."¹⁸ The Guidelines state that the General Plan "...EIR need not be as detailed as an EIR on the specific construction projects that might follow."¹⁹ The annotations state that a rule of reason applies to the degree of specificity. "What is required is the production of information sufficient to understand the environmental impacts of the proposed project."²⁰ The purpose is to provide meaningful participation and understanding, "...not to serve as an easy way to defeat projects."²¹

Unlike many General Plans, the implementation program in this document is tied to project review, quantifiable measures, or time-specific actions. This means that the implementation programs are mandatory directives to put into effect, not guidelines or recommendations to be optionally followed.

4. Project alternatives. The range of project alternatives is presented in the summary at Section 7 on page 269. These scenarios are provided to assist

¹⁸/14 CCR §15146(b).

¹⁹/Ibid.

²⁰/Guidelines, page 102.

²¹/Ibid.

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1 in evaluating the General Plan in relation to other approaches to achieving
2 the same objectives. In addition to the Summary Comparison of Project
3 Alternatives in Table XXIV on page 277, the alternatives are discussed in
4 each element as a general theme to provide mitigation options for consid-
5 eration by the City. (14 CCR §15126(d)). It should be noted that all previ-
6 ous versions of the Draft General Plan are incorporated as project alterna-
7 tives that have been discussed, reviewed, and considered by the City. The
8 current version of the Plan represents the culmination of the Planning Com-
9 mission and City Council direction for a period extending from 1988
10 through 1992.

- 11
12 5. Cumulative impacts. The General Plan is the accommodation of cumulative
13 impacts. Its adoption and implementation does not result in a secondary set
14 of cumulative effects. The environmental analysis in the General Plan
15 concurrently addresses both project-specific and cumulative effects of carry-
16 ing out the Plan (14 CCR §15130 (b)(1)(B)).
17

18 **1.2 Level of Environmental Impact Report detail**
19

20 Due to the general nature of its subject, the General Plan EIR does not treat environmental
21 effects to the degree normally associated with a specific development project. This is consistent with
22 the State CEQA Guidelines which indicate that "the degree of specificity required in an EIR will
23 correspond to the degree of specificity involved in the underlying activity which is described in the
24 EIR."²² With respect to general plan EIRs, CEQA Guidelines 14 CCR §15146(b) notes:
25

26 An EIR on a project such as the adoption or amendment to a comprehensive zoning ordi-
27 nance or a local general plan should focus on the secondary effects that can be expected
28 to follow from the adoption or amendment, but the EIR need not be as detailed as an EIR
29 on the specific construction projects that might follow.
30

31 Both the Mt. Shasta General Plan and its environmental impact report should be reviewed
32 with the understanding that the Plan provides general policy direction for development planning
33 and environmental protection. The Plan's implementation, however, will occur through a series of
34 future decisions on zoning, specific plans and individual development projects, in which policy
35 provisions of the Plan will be primary considerations.

36 ²²/14 CCR §15146.

1.3 Format and role of the Final Environmental Impact Report

The State CEQA Guidelines²³ allow flexibility in preparing an environmental impact report. Among the purposes of the EIR are its roles to inform decision-makers of the consequences of their actions, and to alleviate the fears of an apprehensive citizenry. The EIR is an information document. It is not intended to be the ultimate authority nor the only interpretation of similar data. The EIR's role in the General Plan is to provide an analysis of the long-term environmental consequences of the Plan's programs. By identifying environmental issues, the EIR also provides an opportunity to amend or modify implementing programs to avoid or reduce those effects.

1.4 Scoping, notice of preparation, public and agency involvement

The General Plan revision process included a significant public involvement effort involving not only provision of public notice required by the Government Code but also numerous public workshops. The EIR process also incorporates public participation as a major component. To start the process, a Notice of Preparation was sent to all potentially involved responsible and trustee agencies, and other interested groups, at the outset of the General Plan process in 1988. When the revision process was expanded to encompass all seven required elements, a new Notice of Preparation was circulated to the same set of agencies and groups. Another Notice was issued in January, 1992, in order to keep public agencies fully informed. The complete chronology of public meetings, hearings, and versions of the Draft General Plan are located in Table I on General Plan page 5.

2 Summary

2.1 Proposed action and consequences

The City of Mt. Shasta proposes to adopt six revised elements to its General Plan. These are the (1) Land Use, (2) Circulation, (3) Open Space, (4) Conservation [Elements 3 and 4 are combined], (5) Safety, and (6) Noise elements. The adoption of these elements, when combined with the City's Housing Element adopted in 1991, will result in the complete update to the Mt. Shasta's General Plan. The consequences of adopting this document is to provide a systematic program for long-term growth and development and improved employment opportunities for the people of Mt. Shasta and conformance to state environmental requirements.

²³/Excerpts from both the California Environmental Quality Act (CEQA, the law), Public Resources Code §21000 et seq, and the State CEQA Guidelines (Title 15, California Code of Regulations, commencing at §15000) are from the book Guide to the California Environmental Quality Act by Michael H. Remy, Tina A. Thomas, and James G. Moose (Pt. Arena, CA: Solano Press, 1992).

2.2 Impacts and mitigation

The General Plan implementation may result in the creation of a number of secondary or indirect environmental effects. These are:

- (1) Increased urbanization through annexation and development of presently undeveloped land. The secondary effects that may be significant include increases in traffic volume on existing roads, construction of new roads, conversion of open space to developed purposes, increases in demands for public facilities and services, or disturbance of wildlife or botanical habitats. Mitigation measures are incorporated into the General Plan through the implementation program that will require development proposals to prepare supporting reports and studies or project-specific environmental documents to determine how best to avoid or reduce any identified impacts. The General Plan also identifies areas of the City and environs in which there are likely resources that development may significantly impact. If development is proposed within these areas, the implementation measures — which function as mitigation — require detailed study for the specific site and project.
- (2) Housing policies providing for a broad mix of housing types and densities may result in conversion of undeveloped lands to urban uses. This impact is secondary, but is not significant due to the development review and general implementation of mitigation contained within the General Plan.
- (3) Impact from nonresidential uses is secondary and significant in terms of traffic generation, increases in stormwater run-off, and potential changes in air quality. The mitigation programs ensure that traffic levels of service remain at acceptable ratings, which tends to indicate that there generally would not be increases in congestion that would result in idling vehicles impacting air quality. Stormwater drainage is mitigated through a program of overall management and site-specific requirements added to the Final Plan and identified in the Final EIR. Air quality is under the jurisdiction of an agency over which the lead agency has no control.
- (4) Traffic volume from new development may increase congestion and result in the construction of new roads or improvements to existing roads. This impact is a direct result of the General Plan's land use identification. Actual traffic increases are secondary impacts of the General Plan, but are significant. The General Plan reduces the impacts from traffic generation through the incorporation of land use densities and intensities that are tied to the classification of the road. Additional policies require that the private development that causes the need for the road improvement pay the costs of the improvement. This mitigation measure, however, cannot be instituted until development occurs at some unknown future date.
- (5) Stormwater runoff in general is likely to increase as new development occurs, especially when clustered or attached housing is constructed. This impact is secondary and significant. The mitigation program is discussed in summary item (3) preceding this paragraph.

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- (6) The proposed General Plan does not incorporate programs to acquire, retain, or develop private open space as an aggressive or proactive program. The Plan calls out for volunteer efforts, but does not identify any new sites for acquisition as private open space. This impact is direct and significant. While mitigation measures are proposed that encourage clustering as a means retaining an appearance of open space, there are no intensive mitigation programs proposed in the General Plan.
- (7) The City of Mt. Shasta is on the west slope of the dormant Mt. Shasta volcano. This volcano has been identified with a potential to erupt over a period of years. The last eruption was within the past 250 to 300 years. The mountain's history shows an eruption schedule of approximately every 600 to 700 years. There is one letter indicating disagreement with the conclusions of the General Plan. The City's proximity to the volcano and the inability to effectively identify when the next eruption will occur and at what scale, makes it infeasible to firmly identify actual flow patterns for pyroclastic events or the impact from ash and debris fallout. The General Plan incorporates mitigation to preclude public facility development within likely areas of mudflows, but does not prevent development from occurring in those areas. This impact is secondary, it is significant. Mitigation is complex and may be beyond the legal and fiscal authority of the City.
- (8) Air quality in the area is presently within acceptable federal and state standards. Increased development and construction of buildings using wood stoves may result in cumulative degradation of air quality. This impact is secondary and significant. The implementation of mitigation programs are under the purview of an agency over which the lead agency has no authority.
- (9) Water resources will be subject to greater use and greater increased potential for contamination. This impact is secondary and significant. The General Plan includes provisions to review site-specific development to ensure that sedimentation and contamination does not enter the water supply. The Plan incorporates accepted engineering and water quality protection standards as part of the implementation program to be carried out when future, not presently known developments are proposed. These mitigation measures are likely to be effective, but the effectiveness is not presently assured.
- (10) Natural habitat areas are provided protection through the use of reduced development densities. The significant areas are identified in the General Plan, and policies will require that site specific development proposals include studies by qualified professionals to assess the proposal's impact on the resource area. Cumulatively, some wildlife migration patterns are likely to be disrupted or interrupted by development. This impact is direct and may be significant. The General Plan does not call out any specific measures or sites to protect such patterns, because there are not available data showing that the migration patterns are considered significant. There is significant acreage of suitable, alternative habitat available, but increases in development within the Planning Area may result in some interim disruption to wildlife patterns. There are no identified rare, endangered, threatened, or species of special concern within the Plan area. Impacts to these species are not significant.

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(11) As traffic increases within the Planning Areas, people and property may be exposed to noise levels that exceed acceptable norms establish by the State. The General Plan incorporates a systematic program to ensure that site-specific mitigation is carried out. This impact is significant but can be mitigated through the General Plan programs to levels of insignificance.

2.3 Areas of controversy known to the lead agency

While many issues have been raised over the General Plan revision process between 1987 and 1992, the Environmental Impact Report focuses on the areas of controversy associated with the March, 1992 General Plan and its revision in July, 1992. The July, 1992 Draft General Plan is the document for which this EIR is prepared. All other issues of controversy were considered in earlier versions of the General Plan. It should be noted that "controversy" centered on General Plan policies and interpretation of public opinion. Only in the letter from Mt. Shasta Tomorrow beginning on page 227 were areas of controversy associated with environmental issues raised:

1. Public opposition to the concept of publicly acquired or exacted trails along creeks and through other corridors.
2. Any proposal to acquire or obtain public land through condemnation, exactions, or forced dedication.
3. Imposition of impact fees of any type.
4. Incorporation of any programs in the General Plan that would duplicate state or federal regulatory programs.
5. Public opposition to identifying private land as "open space," "wetland," or other classification that would preclude its use for private development.
6. Concern about the potential of developing portions of the Planning Area that would be subject to volcanic mudflows or pyroclastic activities.
7. Opposition to proposals to "downzone" property in the Planning Area.
8. Concern about the potential of allowing wetlands to be disturbed without local review or approval.

2.4 Issues to be resolved

Site development requirements need to be adopted by the City in order to carry out some of the programs identified in the General Plan. The City's current zoning code and subdivision code do not include effective programs to meet new standards in the General Plan. The City will need to enact a new Land Development Code (also called a Development Code) to accomplish this objective.

The long process of developing the General Plan and its earlier iterations have resulted in a program in which the current document reflects the selection of alternatives the Planning Commission and City Council believe meet the long-term objectives of the General Plan. There are some other options and alternatives remaining — especially regarding proactive open space acquisition and development. However, the Council has directed that the General Plan at this time

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- 1 should be implemented on the basis of the City's fiscal capabilities and the limited income and
2 employment opportunities of its citizens.

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3 Project description

3.1 Project location

The City of Mt. Shasta is located in southern Siskiyou County. The General Plan addresses land use and development policies within the City limits of Mt. Shasta (Figure D on page 10, shown as the heavy dense dashed line), a planning area (Figure D, shown as the less dense dashed line) that is defined as an area surrounding the City that in the belief of the City Council and Planning Commission bears a reasonable relationship to the development of the City. The General Plan also identifies a Sphere of Influence adopted by the Siskiyou County Local Agency Formation Commission that is shown on Figure E on page 11. The text accompanying the maps in Chapter I.E beginning on page 8 further explains the project boundaries. These maps and text are incorporated into the Environmental Impact Report. Regional maps showing Siskiyou County (Figure B on page 2) and major communities in the County in relation to Mt. Shasta (Figure C on page 3) are included in the General Plan and incorporated into the EIR by reference.

3.2 Project objectives

The objective of the General Plan is to conform to State planning law through the adoption of a comprehensive and long-term series of goals, policies, and implementing programs supported by a public record that achieves the mission of the General Plan described in Table III on page 17 that says: The mission of the Mt. Shasta General Plan shall be to provide for enhanced economic growth through increased employment opportunities, systems of accommodating growth that provide a benefit to the community area, and protection of private property rights in balance with the public health, safety, and welfare.

The proposed project is the adoption of the revised Mt. Shasta General Plan. The revised Plan includes all six of the seven required elements, the exception being the Housing Element (adopted in 1990). The six revised elements are consistent with the goals and objectives of the approved Housing Element. The Mt. Shasta General Plan revision, when adopted, establishes land use designations and circulation routes, as well as other goals, policies and implementation programs to direct development within the Planning Area over a two decade planning period.

3.3 Intended use of the Environmental Impact Report

The environmental impact report will be used by the City of Mt. Shasta to provide a foundation of environmental analysis to be used for development proposals submitted in conformance with the General Plan. It is possible that to the knowledge of the City, the County of Siskiyou may utilize some of the information contained in this EIR when reviewing development proposals located within the Planning Area or Sphere of Influence.

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3.3.1 Permits and approvals required

Adoption of the Mt. Shasta General Plan is a statement of policy by the City Council and its appointed representatives. The General Plan is reviewed by the Mt. Shasta Planning Commission. The Commission makes a recommendation to the City Council. The General Plan is then reviewed and subject to final action by the City Council. A general plan is not required to be submitted for approvals from any state, federal or other local agencies. General plans are subject to review by the State Department of Housing and Community Development and Division of Mines and Geology. The Department of Housing and Community Development approved the City's Housing Element in 1991.

The adopted Mt. Shasta General Plan would be an officially adopted comprehensive statement of policy for the community's physical development. A General Plan is sometimes referred to as a "constitution for development." The document's implementing programs provide the foundation upon which all land use decisions — and many service and facility plans — are based over the life of the document.

The General Plan establishes a framework for the City's ability to enact ordinances, adopt administrative policies, and establish local regulations related to land use. These procedures can cover everything from how and when the application is to be submitted to the amount charged for impact fees.

Revision of the General Plan has involved a significant effort on the part of the City, including an extensive series of workshops (Refer to Section I.D.1 of the General Plan on page 4) to obtain public input. In addition, a Planning Opinion Survey was distributed city-wide. The revision process was also advertised to a range of agencies, utilities, transportation companies and special districts with jurisdiction or interests in the Mt. Shasta area.

The General Plan is divided into an introduction, a chapter addressing Plan administration and amendment, and five chapters covering the six elements contained in the Plan (Land Use, Traffic and Circulation, Open Space and Conservation [two elements combined], Safety, and Noise). Each Element is subdivided into significant issues. These issues or topics contain summaries of major findings — the reasons and facts behind the selection of goals and policies — and General Plan objectives and programs — which establish the goal, policies, and implementing programs. Refer to Explanation 1 on page 6 for the definitions used in the Plan.

4 Environmental setting

4.1 The general Mt. Shasta area and environment

The City of Mt. Shasta is located about fifty miles north of Redding. The City lies just south of the divide between the upper Sacramento and Klamath River drainages in southern Siskiyou County, about 30 miles south of Yreka, the Siskiyou County seat.

The Siskiyou County economy is primarily dependent on timber, agriculture, recreation, and travel. Over sixty percent of the County is in public ownership, lands that are predominantly National Forest. Most of the remaining lands are in agricultural use. Situated in a generally mountainous area north of the Central Valley, the County is subject to warm summers and often cold winter conditions. The Mt. Shasta area is the major gateway to major northern California summer and winter recreation areas. It is an area that attracts outdoors enthusiasts with its fishing, hunting, camping, hiking, and skiing.

The City currently encompasses about 3.4 square miles of the lower slopes of Mt. Shasta. Surrounded by the Shasta-Trinity National Forest, the City serves as a support-center function for summer and winter recreational visitation. The Planning Area for which the General Plan is also prepared covers about 25 square miles.

The central focus of General Plan policies is on the lands over which the City of Mt. Shasta has legal and procedural control — its City limits. The incorporated area of the community represents the boundaries of the City at the time the General Plan was adopted. As annexations may occur in the future, the City limits are automatically increased to encompass the newly acquired territories and Planning Area land use classifications become City Land Use Classifications.

The planning area supports a wide variety of wildlife which is adapted to mountain forest and related habitats. The wildlife is comprised of large and small mammals and a variety of birds. The forest habitat in the area has a variety of large mammals including black bear, black-tailed deer, mountain lion, bobcat, coyote and grey fox. Roosevelt elk sightings are becoming more common in the overall region. Deer winter range areas are limited to the extreme southwest portion of the planning area. Deer fawning areas are located in the eastern portion of the area. A variety of small mammals are also found within the forest. These include squirrels, chipmunks, rabbits and other species. Mink, weasel, raccoon and occasionally otter are found along streams and riparian habitat.

The area supports an assortment of bird life. Species include the owl, dove, pigeon, thrush and woodpecker. Raptorial birds are found in the area such as red-tail, sparrow and marsh hawks. Accipiters include the Cooper's hawk, sharp-shinned hawk and goshawk. Brush fields support game birds and riparian areas support migratory songbirds and waterfowl. The Bald Eagle frequents the Lake Siskiyou area.

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Streams and other surface water resources in the planning area support cold water resident fisheries of varying size and quality. These water resources include the Sacramento River, Lake Siskiyou and the numerous streams traversing the area. Big Springs and Wagon Creeks have native rainbow and brown trout. The State Fish Hatchery, established in 1888, raises rainbow, brown, brook, Eagle Lake and cutthroat trout. Occasionally, these fish escape from the hatchery and are found within the streams.

Lake Siskiyou, adjoining the Planning Area to the south, is planted with rainbow trout, brown trout, bass, and crappie. Non-game species occurring in the lake include riffle sculpin, Sacramento sucker, Sacramento squawfish, hardhead and California roach. The Sacramento River below Box Canyon Dam supports rainbow trout and several non-game fish. The portion of the river within the planning area is not stocked.

Groundwater resources within the planning area originate with snowmelt and rainfall on the upper slopes of Mt. Shasta. The direction of groundwater movement through the area is down-slope and southwesterly, turning southerly near the center of Strawberry Valley. Significant groundwater resources are found within the area.

The planning area is located entirely within the Sacramento River watershed. Surface waters include the main stem of the Sacramento River, below Box Canyon Dam, as well as several tributary streams that drain Strawberry Valley to the River via Lake Siskiyou. Wagon Creek, Big Springs Creek, Cold Springs Creek, Old Mill Creek and several intermittent streams flow through the planning area. Cold Springs is the principal source of water for the City of Mt. Shasta.

There are potential wetlands in the Mt. Shasta area, and these lands may result in being a major component of the environment needed to continue to support plantlife, fisheries, and wildlife.

Even though soils in the planning area are highly productive for timber growing, the majority of the valley floor has been converted to developed uses. Residual stands of timber remain in portions of the area but not generally in units large enough to manage for timber production. On the east slope of the valley, many areas have been converted from timberland to brushland by wildfires.

Managed timber resources are located on National Forest lands and private lands in the eastern and western fringes of the planning area. National Forest timberlands are concentrated on Rainbow Ridge, northeast of Springhill and northeast of the I-5 and Highway 89 intersection. South and southeast of Black Butte are isolated areas of federal timber.

Private timberlands are also found on Rainbow Ridge. Small tracts of timber are found in the vicinity of Abrams Lake Road and along Big Springs Creek south of Lassen Lane. Within the City, private timber resources are limited to the area south of the shopping center and north of Ream Avenue.

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1 A few orchards are also located within the area. The decline of agricultural importance in
2 the area is a result of increased development and the consolidation of farming in California's
3 Central Valley. Small portions of the planning area are classified into three categories by the state:
4 "prime farmland, farm of local importance and grazing lands."
5

6 Presently, there is only one developed mineral resource area within the Planning Area. The
7 Sousa Ready-Mix facility at the north end of the City represents a construction material mine. The
8 company is also planning on harvesting construction materials from a site at the north end of the
9 Spring Hill project area. The Ready-Mix facility would remain at its Abrams Lake Road location.
10 There are no publicly known economically viable deposits of precious metals in the Planning Area.
11 The State does not identify the Planning Area as containing mineral deposits of statewide
12 significance.
13

14 The City of Mt. Shasta is located in an area of substantial scenic variety. The landscape
15 includes numerous features of significant aesthetic value, including the glacial-carved features of
16 Mt. Shasta, Castle Crags, Mt. Eddy and the Eddy range. The mountain slopes are densely forested.
17 The slopes gradually, and in some cases abruptly, make a transition to the meadow areas of the
18 Strawberry Valley floor.
19

20 Views of these mountainous features can be seen from portions of I-5, Highway 89, Everett
21 Memorial Highway and other local roads as well as at stationary positions within the Mt. Shasta
22 planning area. Other scenic features, more immediate to the planning area, include Spring Hill,
23 Quail Hill and Black Butte.
24

25 The urban landscape of Mt. Shasta in most cases has replaced the natural environment with
26 streets, buildings and non-indigenous landscaping. The urban landscape can also have scenic and
27 aesthetic value.
28

29 **4.2 Summary of the levels of growth and develop-**
30 **ment potential feasible in the General Plan**
31

32 The proposed General Plan anticipates continued residential and population growth, as well
33 as expansion in economic activity, in the Mt. Shasta area over the planning period which extends
34 to the year 2010. Economic expansion would be the result of continuing population growth in the
35 area and independent economic development activities.
36

37 The General Plan will shape the intensity, location and distribution of growth during the
38 planning period. However, the amount of growth which can be expected during the planning period
39 will be regulated primarily by the prevailing rate of growth in the area regardless of the provisions
40 of the General Plan. For the purposes of environmental assessment, assumptions have been made
41 about expected residential, commercial and industrial growth, with related circulation improve-
42 ments, as described below.
43

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1 The probable maximum annual growth rate for residential development is about two percent
2 per year, which compounds to a simple annual growth rate of about 2¼ percent annually.
3 Between 1980 and 1990 the growth rate was just under two percent per year.²⁴ With the number
4 of existing dwelling units (2,318) as a base, residential development over the planning period may
5 result in a total of about 3,361 new dwelling units in the Planning Area, including those within the
6 City. This increment of growth represents an increase of about 45% of the number of units currently
7 existing in the Planning Area and the City.

8
9 Development will occur both within the City and within the unincorporated area, although
10 significant new development will be restricted to areas with potential for cost-effective sewer service.
11 Such areas include the Lake Street intersection, Shasta Holiday project and other lands located near
12 and along sewer trunk lines. Lands to the north are not likely to be sewered within the planning
13 period unless necessitated by public health and safety concerns.

14
15 The acreage that is likely to be developed during the life of the Plan is likely to be substan-
16 tially less than the acreage of the areas proposed for development. The likely build-out rate of
17 acres consumed will be based on the rate of demand for housing and economic development.
18 Based on the historic patterns in the area this has been a simple annual percentage increase of
19 approximately three percent per year. If all parcels were to develop, the Planning Area would
20 experience a growth rate in excess of seven percent per year. The seven percent rate is higher than
21 the current growth rate for the fastest growing county in California, which is at 5.6%.²⁵

22
23 The amount of projected growth and development that is anticipated to occur during the
24 life of the Plan is called credible buildout. The credible buildout figure is based on the rate of land
25 consumption that is most likely to occur over the life of the General Plan. Credible build out is the
26 45% growth factor projected over the life of the Plan.

27
28 The General Plan proposes few changes to the existing land use and development patterns.
29 Residential land use classifications are separated into three categories in the new Plan. Densities
30 are assigned on the basis of the classification of the road serving a parcel and level of service.
31 Table IV on page 23 shows acreage by land use classification in the new General Plan. If
32 maximum build-out were to occur, the population of the Planning Area would reach nearly 13,800
33 people in more than 5,700 Strawberry Valley and Mt. Shasta City dwelling units.

34
35 In 1980, there were 2.65 acres of land area for each person. In 1990, this ratio dropped
36 to 2.28 acres per person. By the year 2010, the credible buildout ratio will be around 1.63 acres
37 per person in Strawberry Valley.

38 ²⁴/United States Census Data compiled for the 96067 zip code by CACI, Arlington, Virginia (Beltsville, MD:
39 CompuServe Census Data Forum, June 20, 1992), Screen 1 of 2.

40 ²⁵/Telephone conversation with Nancy Austin, Department of Finance Population Research Unit, March, 1992.

5 *Comments received about the Draft Environmental Impact Report*

Beginning on the next page, the Final EIR includes a reproduction of the 61 page letter from Dale LaForest, member of the Board of Directors of Mt. Shasta Tomorrow. The letter also included two additional documents that are available as a part of the Appendix to the General Plan and Environmental Impact Report. Document 1 is a report from one of the planning consulting firms who prepared an earlier version of the Draft General Plan and was an unsuccessful bidder to prepare the current version of the General Plan. Document 2 is an administrative version of an environmental document prepared for the March, 1992, version the Draft General Plan. This document was never publicly released. It is not included in the General Plan/Environmental Impact Report appendix. It is available at separate and additional cost from the City in its administrative form. Following the Mt. Shasta Tomorrow letter is a second letter submitted following the review of the Administrative Final General Plan dated November 20, 1992, and signed by Mr. LaForest as a member of Mt. Shasta Tomorrow's Board of Directors.

There were more than sixty letters and comments submitted during the review period of the Draft General Plan and Draft Environmental Impact Report, which ran from July 2, 1992 through August 21, 1992, including a public hearing on July 14 that was continued to July 21, 1992. Only the letter from Mt. Shasta Tomorrow addressed issues associated with the Environmental Impact Report. All other letters commented on the content of the General Plan. A list of persons commenting follows. Copies of the comments are available at City Hall and incorporated by reference. The response to Mt. Shasta Tomorrow begins on 227.

5.1 *List of those commenting on the contents of the General Plan and Environmental Impact Report*

Gene Erickson Trucking, Inc.
Gene and LaVada Erickson
Kevin W. Hart
Charles F. Moss
Darlene Martin
Randy McDonald
Mt. Shasta Tomorrow
Neighbors of P&M Property
Roy Perez
Gary E. Sarti

Harry R. Shott
Stanley Swenson
P. Thomas
David Turk
Dan Vanni
Vistas Unlimited, Pat Murdoch
William Waisgerber
Jerry White

MT . SHASTA TOMORROW

An organization of Concerned Citizens
101 E. Alma Street, 100-A
Mt. Shasta, CA 96067

Mt. Shasta Planning Commission/City Council
City of Mt. Shasta
315 N. Mt. Shasta Blvd.
Mt. Shasta, Calif. 96067

RE: Public Comment on Draft General Plan and EIR for
City of Mt. Shasta
July 6, 1992 version

Honorable City Councilmen and Commissioners,

8-21-92

This is a response to your request for comments upon the draft General Plan for the City of Mt. Shasta being circulated for public review.

While the outward appearance and organization of it is reasonably clear, this draft General Plan shows unfortunately many inadequacies even in comparison with previous drafts.

It is hoped that in revising the General Plan that many of these comments and observations will be addressed, answered, and reflected in the final product.

SUMMARY:

- The General Plan is insufficiently understandable as a document.
- While it has improved upon previous versions, it still overlooks available and critical volcanic mudflow data, and accordingly plans dangerously for growth in hazardous areas.
- CDMS lands to the west should be Open Space, not the commercial uses proposed in plan.
- Roseburg land is inadequately planned for, and General Plan's policies would undervalue this important City acquisition.
- Agricultural lands are undervalued and inadequately protected.
- Parks and Open Spaces throughout the City are not adequately provided for.
- Impacts from MSSA directed traffic are inadequately planned for.
- Needed future streets are not provided for... but were part of previous City plans.

- The downtown area is inadequately planned, with regards to expansion, parking, one-way roads, and future land use designations.
- Mt. Shasta sewage problems are understated. Growth should require upgrading first.
- The General Plan inadequately manages growth intensity. Moreover, it understates the likely growth potential by a wide margin. The Plan is impossible to really evaluate since crucial support data is missing for such considerations in the plan and some assumptions as to existing population are completely in error. This Plan may allow for growth for over 20,000 people during the next 20 years, which is far in excess of community desires.
- It fails to meet minimum CEQA requirements for EIR preparation. It is internally inconsistent, without sufficient mitigations, and inadequate in numerous ways which explains the length of these comments.
- The General Plan fails to provide adequate Alternatives for consideration. It should consider a "no development alternative" and a "southeastern expansion with infill alternative", all of which could have provisions to fulfill community objectives and which limit the growth to the desired limits of 9000 people in 20 years.
- It doesn't allow for adequate evaluation of proposed land uses because it doesn't include accurate maps for consideration of land use intensity and policys.
- The General Plan needs to be totally redone and recirculated.

These comments are provided in a similar order to that of the Draft General Plan (which is typically abbreviated as "DGP" hereafter). They are followed by more comments provided by a planning consultant retained to analyze this DGP, Greg Koert of Koert and Associates, contained in Appendix "A". Additional information relevant to these comments is included in Appendix "B".

It is disappointing after 4 years in the making and the vastly excessive cost so far expended, that this draft General Plan is so inadequate in complying with state laws and meeting local obligations to the public. The City should at this point not only question the advice it may have provided to it's consultants (both planning and legal), but also consider whether they have met their professional obligations in the preparation of this Plan. In light of the inadequacies herein described, the City might be better off with new consultants if the responsibility lies at their feet. If however the problems are largely due to City officials having failed to accurately communicate with these consultants, perhaps it is time for the City to hire a full time professional planning consultant to improve such future communications.

A

Draft EIR on General Plan adoption

Comment: PLAN CONSOLIDATION WITH EIR IS INADEQUATE

While it is allowable to combine a General Plan and an EIR into one document, the way the City is attempting to do so is legally insufficient. Because many state requirements are missing, this EIR fails to provide the minimum basis for informed decision making.

GovC § 15166 requires a General Plan to address all the points required in an EIR; this plan doesn't.

1

Comment: The text on page IV, second paragraph, needs to be revised, both for what it says by incorrect editing, and for what it doesn't say. This matter is of substantial importance, as will soon be explained.

2

As currently drafted, it states (read carefully):

*"The first Draft General Plan and Draft EIR were circulated for agency and public review during 1990. As a result of public comment on and controversy regarding the Plan, **both** the proposed General Plan was substantially revised". The revisions have been consolidated into a single Draft General Plan and Draft Environmental Impact Report..."*

At first glance, the word "both" needs to be removed for this second sentence to make sense. But with closer observation, these last two sentences still would not make sense because a single Plan cannot be "consolidated" with two things being combined in one.

What is apparent is that the words: *"and EIR were"* were edited out of the second sentence by the City to hide the fact that an earlier EIR had been done and not disclosed to the public. Only when this is revised to say *"... both the proposed General Plan **and EIR were** substantially revised"* will this make sense and can they both be "consolidated" into the present document.

3

Comment: Why this issue of previous evidence of significant environmental impacts is so important is that the City had prepared a revised draft EIR after the 1990 draft EIR was circulated, which was dated "January, 1992". In this earlier taxpayer funded study were numerous significant environmental impacts which were identified and which the City is now attempting to hide. Instead, a much abbreviated draft EIR (July 6, 1992) is now being offered WITHOUT so much of a mention of the many significant environmental impacts which were once identified in that earlier version.

So that the public can be fully informed about these previously identified impacts, this January, 1992 General Plan draft EIR is now entered

into the public record as Appendix ("B") via this public comment opportunity.

Furthermore, these comments will reference the significant environmental impacts identified by the City in this earlier draft EIR for comparison with the smaller, inadequate range of impacts currently being offered for this General Plan. It is interesting to note that the current DGP provides for more growth than the earlier Plan according to the preparer, with more impacts resulting from higher growth levels than were previously studied, yet fewer environmental impacts are noted or mitigated.

4 1 DEIR: SUMMARY and INTRODUCTION

DEIR: Section 1.2(1) "Summary. The *EIR Summary* identifying each potential significant impact is table XXII on page 146."

Comment: Every potential significant impact is not identified in this table, or for that matter, anywhere in this DEIR. Many potential significant impacts formerly identified by the City in it's January, 1992 draft EIR have mysteriously been omitted from the current DEIR, with no mention. Since the City has previously acknowledged their existence, it must now again identify them and discuss ways of reducing them. The current DEIR fails to do this for all known significant impacts, and thus is in violation of CEQA.

The public is left wondering if the City is attempting to hide such information from current disclosure, by essentially throwing away the cumulative work in previous drafts that took years to do, and starting over with a much abbreviated General Plan.

Comment: CEQA §15123 (b)(1) also requires that besides just identifying each significant impact, the summary in the EIR must include mitigations and alternatives which would reduce or avoid that each impact. This requirement has not been fully complied with in this DEIR, and therefore the DEIR violates this CEQA provision.

DEIR: Section 1.2(1) "The controversial issues known to the lead agency are summarized in Chapter IIA beginning on page 15."

Comment: This statement is not true. No **controversial issues** are even mentioned on page 15 or thereafter. The word "controversial" is not even used. As such, this DEIR fails to comply with CEQA §15123 (b)(2) which requires an EIR to "identify areas of controversy known to the (City) including issues raised by agencies and the public".

The City previously in it's March 1992 draft General Plan (2nd draft) identified many controversial issues on pages 1-4 including growth

concerns, appearance and design issues, health & safety issues, recreational issues, and environmental issues.

The City also previously in it's 1990 draft General Plan (1st draft) identified controversial issues on page 3 over the amount of allowable growth, the lack of growth management in the plan, where some of the more intensive growth is to be located, and whether adequate protection is provided for sensitive environmental resources.

Public controversy (see Mt. Shasta Herald news (June 6, 1990) about comment at public hearing upon #1 draft plan) also included the City's failure to plan for urban parks in it's General Plan, the City's attempt to designate wetland sites west of the freeway (CDMS) for Commercial uses, protection of viewsheds, and inadequate dump and sewage facilities.

The new planning consultant obviously was not involved during 1988, 1989, 1990 and 1991 when this DGP was being first being prepared. However, the City must realize that there is no provision in state law which allows for the ignoring of public comments submitted early in the General Plan process and favoring of comments received years later by a different segment of the community. All public testimony should be treated equally in this Plan. It is apparent that the omission of detailed public controversial issues now flies in the face of those who earlier voiced their comments, and as such, legally puts the Plan on thin ice. The Planning Consultant mentions that there was "controversy", but fails to discuss it in the Summary.

Later on page 62, for example, he discussed how the one-way street couplet downtown implemented to reduce traffic congestion has "*been an issue for the City over many years*", but he doesn't mention that in any summary of Controversial Issues. It appears he felt it so controversial that he improperly omitted it altogether from any mitigation. (for more detail, see following Circulation Comments).

To be legal, this DGP should be revised to both include these "controversial issues" and to reflect these issues (instead of ignoring some of them) in its policies.

To quote which issues were earlier found controversial from the Jan.'92 EIR (page 8):

"ISSUES / AREAS OF CONTROVERSY

Controversial issues associated with revision of the proposed General Plan are predominantly associated with the siting and quantity of new development, and the degree to which sensitive environmental resources will be protected. Among these issues are the following:

Appropriateness and placement of land use designations, in particular designations within West Lake Street Urban Reserve, Springhill Area and Southside Area.

In spite of reductions in development potential from existing General Plan, the amount of potential development which could be realized under proposed land use designations is an area of controversy.

Need for adoption of quantified growth control measures over and above the monitoring controls specified in the proposed Plan.

Adequacy of open space and recreation provisions of the Plan.

Adequacy of environmental protection policies, in particular wetland policies, in fulfilling community environmental expectations."

7

Comment: 1988 "GENERAL PLAN PUBLIC SURVEY" WAS APPARENTLY IGNORED AND OMITTED IN PLAN

For this DGP to be adequate, it must "reflect the current thinking of the community", and address all locally relevant issues of greatest concern. The best measure of the current thinking of the community is the Community Survey taken as part of this General Plan revision process in 1988. That survey, which was included in an earlier draft of this DGP, should once again be included in the present draft so that the public will have access to this data. It's inclusion is needed to evaluate whether this DGP indeed reflects the communities' needs.

The preparer barely mentions that the survey was even done, but doesn't adequately describe it. The failure of the DGP to even highlight, or include in the "Statement of Mission" (objectives of the Plan) the important conclusions that were drawn from this survey is indicative that this DGP is inadequately reflecting this City-wide Community Survey's results.

8

Comment: CEQA also requires that "Unresolved Issues" be discussed in this summary section; the current DEIR fails to do this, and therefore violates CEQA §15123(b)(3).

DEIR: Section 1.2(3) "ENVIRONMENTAL SETTING"

9

Comment: Discussion to provide the overview of the local environmental setting is inadequate. This narrative is so very important to those agency officials who review such documents but may not be familiar with the local setting. No mention of this City's most prominent environmental characteristic, the Mt. Shasta volcano, is even included in this narrative or in referenced sections. (see below: "INTRODUCTION").

DEIR: Section 1.2 - NOTE: MISSING SECTIONS REQUIRED BY CEQA ARE COMMENTED UPON IN ORDER OF REQUIRED LISTING:

10**Comment:** EIR TOTALLY OMITTS REQUIREMENT OF "SIGNIFICANT ENVIRONMENTAL EFFECTS"

The Draft EIR is required by CEQA § 15126(a) to discuss Significant Environmental Effects. Somehow the preparer totally overlooked this requirement in his list of "Substitute Sections for the EIR" on page II. The Jan.'92 EIR had 41 pages of these (p. 9-49) Significant Environmental Effects, so it is a little hard to see how the present draft EIR could have totally overlooked so much required and already identified material unless it had been purposefully deleted to make the plan shorter and "easier to adopt". In any case, it's required, so it's requested to be returned to this EIR when it's revised and recirculated for public review.

11**Comment:** EIR DOESN'T DISCUSS WHETHER IMPACTS ARE SIGNIFICANT

The City cannot claim that the text of this DGP contains discussion of impacts, since it is inadequate to not mention whether these impacts are significant or not.

12**Comment:** EIR DOESN'T DISCUSS WHETHER IMPACTS ARE MITIGATED TO A LEVEL LESS THAN SIGNIFICANT

The Jan.'92 EIR did discuss whether impacts are mitigated to a level less than significant, but this version does not. This EIR is inadequate since it doesn't meet this requirement of CEQA.

The EIR also doesn't discuss the "effectiveness of each mitigation" which is required.

13**Comment:** EIR DOESN'T DISCUSS WHICH "SIGNIFICANT ENVIRONMENTAL EFFECTS CANNOT BE AVOIDED IF THE PLAN IS IMPLEMENTED"

Thus, it violates CEQA §15126(b). The Jan.'92 EIR did... why not this one?

14**DEIR:** **Section 1.2(4) "MITIGATION MEASURES"**

Comment: This discussion of mitigations clearly fails to live up to CEQA § 15126 requirements. Many significant effects are altogether omitted and thus are not mitigated. Those which are discussed are not always adequately described as to their significance. The implementation measures or mitigations identified (both previously and now) are accordingly inadequate, mostly missing altogether, or impossible to evaluate as to effectiveness in reducing the impacts to a level of insignificance. For that matter, the mitigations are not even connected with the identified significant impacts, so judging their effectiveness and monitoring them afterwards

would be at best a nightmare. With this information missing, the DGP is inadequate and adoption would be unlawful.

15

DEIR: Section 1.2(5) : "PROJECT ALTERNATIVES"

Comment: The discussion of Project Alternatives in this DEIR is inadequate.

PLANNING REQUIREMENT: CEQA requires that the alternatives be described and analyzed as to their ability to feasibly attain the basic objectives of the public's purpose with this general plan. It requires that the comparative merits be evaluated for these alternatives.

EIR's must be written in plain language and in such a manner that they will be meaningful to the decisionmakers and the public. This EIR section on alternatives falls short of this requirement for presenting meaningful alternatives.

EIRs should include summarized technical data, maps, plans, diagrams, and similar relevant information. Graphics may be used to enhance the understanding of decisionmakers and public. This draft General Plan fails to adequately provide such clear maps and numerical data evaluating comparisons, especially as they pertain to alternatives.

A draft EIR must describe a range of reasonable alternatives to the plan. It must examine the comparative merits of each alternative. Furthermore, it must specifically examine alternatives which can prevent bad environmental problems, even if these alternatives would hinder some of the GP's objectives.

If the City prefers one alternative over the others, it must state why.

Admittedly the analysis of the various alternative's impacts need not be quite so detailed as the analysis of the General Plan as set forth, reasonable alternatives must be studied with enough analysis to provide decisionmakers with information to allow them to intelligently consider the alternatives' environmental consequences.

ALTERNATIVES AS PRESENTED ARE INADEQUATE AS TO THESE REQUIREMENTS.

Specifically, the discussion of alternatives are referenced on EIR page II as later occurring in these three locations:

- 1). The "range of project alternatives" is discussed starting on page VI.
- 2). The "summary comparison of project alternatives" begins on page 146
- 3). Alternatives are discussed in each element as a general theme "to provide mitigation options for the City."

16

Comment: Unfortunately, the fully adequate requirement for discussion of project alternatives is not included in this DGP/EIR anywhere.

17

Comment: By scattering the discussion of alternatives throughout the General Plan, no meaningful overall picture of the alternatives is likely to be publicly discernable.

18

Comment: This General Plan EIR fails to adequately examine alternatives to the proposed project. It considers too few in the reasonable range of feasible alternatives identified in earlier public comment. In fact, some previous alternatives weren't even considered in this DGP. Most importantly since this concerns the subject of "Planning" which directs where growth is located, (and not just how much growth is allowed) alternatives to grow in one direction (to avoid sensitive environmental impacts) and not in another included were not considered.

OPR's General Plan Guidelines states that " *3 - 5 alternative plan proposals should be provided*". This DGP inadequately only provides 2 alternatives other than the do-nothing "No project" alternative.

Below in further discussion of alternatives, previously suggested beneficial alternative(s) are once again presented.

19

Comment: The DGP fails to adequately explain why "other alternatives were rejected in favor of the proposal". CEQA § 15126(d)(1).

20

Comment: The DGP does not adequately identify which alternative amongst the three provided is the environmentally superior alternative. While the "summary comparison" table starting on page 146 shows some alternatives being environmentally superior, it ignores others, doesn't provide an overall comparative summary of which alternative is environmentally superior, and therefore leaves the decisionmakers without adequate comparative information upon which to base a decision.

21

Comment: There is inadequate discussion focussing upon alternatives capable of eliminating adverse environmental effects or reducing them to a level of insignificance. CEQA § 15126(d)(3).

22

Comment: Two of the alternatives are claimed to have more environmental impacts than the proposed Plan, yet there is not adequate discussion of these alternative's increased significant effects over and above those associated with the proposed Plan. Therefore, CEQA 15126(d)(4) is violated. The real importance for this requirement is that the decisionmakers may chose one of these other more damaging alternatives, but not be informed on the environmental consequences of their choice by the Plan as currently drafted. For example, some consideration has already publicly been mentioned in favor of the "Higher Density Alternative" --- keeping existing land uses but adopting new policies---- yet the full

evaluation of it's increased significant environmental effects is not disclosed in this EIR.

23

Comment: EIR INACCURATELY CLAIMS PLAN PROVIDES CENTRAL BUSINESS DISTRICT BENEFITS UNAVAILABLE WITH EXISTING PLAN

In attempting to falsely elevate the benefit of this Plan, the DGP pretends (p.VII) that there are benefits with it's Central Business District provisions which are not presently available. Considering that proposed mitigations are frequently ineffective at protecting the downtown area, and that many protections already exist, this simply isn't true. Correct analysis of the alternatives is needed for CEQA compliance, not unsubstantiated hyperbole. The same is true of the claim that Open Space protections "would be piecemeal under the existing DGP".... when the proposed DGP is even farther afield of state requirements than before. This DGP for example doesn't provide a provision of our current general plan requiring 15% open space in each new subdivision, which therefore means this DGP may be worse than we now have.

24

Comment: EIR FAILS TO SUBSTANTIATE ITS CLAIM THAT PROPOSED PLAN IS THE ENVIRONMENTALLY SUPERIOR ALTERNATIVE.

There is insufficient evidence that the "No Project" alternative would result in higher population densities and greater environmental impacts.

25

Comment: EIR MUST INCLUDE ALTERNATIVES CAPABLE OF ELIMINATING SIGNIFICANT ENVIRONMENTAL EFFECTS. EVEN IF IT IMPEDES THE GOALS OF THE PLAN

The EIR doesn't do this.... too few alternatives are provided and no mention is made of publicly suggested alternatives which are capable of eliminating many Significant Environmental Effects on wetlands, volcanic risk, seismic risk. See earlier public comment in 1990, 1991 for such alternatives.

26

Comment: EIR DOESN'T DISCUSS "THE RELATIONSHIP BETWEEN LOCAL SHORT TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG TERM PRODUCTIVITY".

Thus, it violates CEQA §15126(e). The Jan.'92 EIR did... why not this one?

27

Comment: EIR DOESN'T DISCUSS THOSE "SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED".

Thus, it violates CEQA §15126(f). The Jan.'92 EIR did, so why does this EIR fail to do so?

28

Comment: EIR DOESN'T DISCUSS THOSE "EFFECTS FOUND NOT TO BE SIGNIFICANT"

Thus, it violates CEQA §15128.

29

Comment: EIR DOESN'T LIST THOSE ORGANIZATIONS AND PERSONS CONSULTED.

Thus, it violates CEQA §15129

30

DEIR: **Section 1.2(6) "CUMULATIVE IMPACTS"**

Comment: THERE IS NO DISCUSSION OF SIGNIFICANT "CUMULATIVE IMPACTS" AS PER CEQA §15130 REQUIREMENTS.

There should be a separate section for discussion of these "Cumulative Impacts". Without this discussion, how is the public or the City to know which impacts are cumulative or to understand them? How does this DEIR propose to mitigate or reduce these "Cumulative Impacts"?

The brief statement on page II (#6) about "'Cumulative Impacts" is not accurate and it fails to fulfill CEQA requirements.

The section on "Cumulative Impacts" must include a list of past, present, and reasonably foreseeable future projects producing related or cumulative impacts, including those projects outside the control of the City. For example, the Fryer subdivision and golf course project near Lake Siskiyou, which will significantly impact traffic circulation and sewage treatment capability, should be identified and discussed. Without this summary of projections of cumulative impacts, future project proponents will not be able to reference this General Plan during preparation of their EIRs for such a summary or list.

The analysis should include mitigations for avoiding such cumulative impacts, but first of all the impacts must be identified if mitigations are to be created.

This discussion must reflect the severity of the impacts and their likelihood of occurrence.

Such discussion is reasonable and is not excessively speculative, since numerous projects have already been identified to the City during the last years. It is not difficult to include them in this DEIR.

DEIR:Section 1.6 "Summary of Levels of Growth....." (page IV)

31

Comment: ACTUAL GROWTH RATE IS CONSIDERABLY GREATER THAN PLAN ACCOUNTS FOR AND THEN PLANS FOR.

The projections made within the DGP for purposes of environmental analysis are all based upon incorrect assumptions, and therefore this PLAN is inadequate. The DGP mistakenly assumes a growth rate that is less than

what we have actually experienced. For the last 7 years, the City has grown at 4.1% annually, not a rate of less than 2% as the DGP claims. If the General Plan had been up to date so that several large subdivisions could have been approved, the City's growth rate would have been over 5% annually, or nearly as fast as the fastest growing county in California. Such a growth rate is difficult to plan properly and provide infrastructure for over extended periods of time.

DEIR: Section 1.7 "Project Alternative" (page VI...)

32

Comment: LOWER DENSITY ALTERNATIVE NARRATIVE IS UNREALISTIC

State law requires that each alternative be evaluated for its effects upon the community, examining environmental, economic and social areas. Falling short of that obligation, this DGP makes unsupported assumptions and statements which have no supporting evidence, are likely inaccurate, and provide no objective basis for choices by the decision makers.

The lower density alternative narrative (p.VII) is pure hyperbole. When it claims strict annexation standards would be applied to reduce the potential for annexation, the public is left guessing as to that truth, since those standards are not provided. Nor could the City chose this alternative now without at some undisclosed time creating such standards first.

In any case, there is no basis for assuming that because annexations might be limited somehow that this alternative would create more transient employment, and less "major employers". The land is currently available for these "major employers" whether or not annexation is allowed; the land already has ability to attach to City sewers, and be developed similarly.

Furthermore, the claim that "reductions in public services will occur" is not only unsupported, but likely untrue. Just the opposite would occur because without new services in install/provide, the lower revenues of less growth would only have to pay for maintenance and not additionally the expansion of such services. For example, the existing taxpayers are having their water rates increased to pay for new water supplies to the Springhill annexation area; this is proof that annexations either lower existing service capacity or increase public burdens to keep it uniform.

Rather than the projection made in this DGP, a more detailed, legally adequate Alternatives Analysis might find that this lower growth alternative benefits from not only less environmental damage, but also less impact upon services. This must be done correctly.

2 PROJECT DESCRIPTION

33

Comment: There is no "List of Agencies" in the DGP that are expected to use this EIR, as is required by CEQA § 15124(d)(1)(a).

34

Comment: The statement of objectives requirement of CEQA § 15124(b) is not adequately met by DGP discussion on pages 16,17. Such a "statement of mission" only includes these two objectives: (1) improving employment and (2) protecting property rights. It is not surprising that the preparer of this General Plan might overlook other objectives since he was brought in late in the process and apparently has not reviewed the reams of previous public comment prior to 1992. Testimony to such lack of understanding of issues of local concern to be incorporated into "objectives" is the failure to even include and "issues of controversy" in this EIR.

Left out of this current document are the publicly requested objectives frequently requested during the last 4 years of this General Plan revision process including these other "objectives":

- Protecting the environment
- Growth control roughly equal to 2 to 2.5% per year of population increase
- Avoiding growth in hazardous areas subjected to increased volcanic risks
- Preventing urban sprawl
- Providing open space land for recreation and parks
- Improving City infrastructure
- Protecting the downtown CBD

35

Comment: By having omitted many of the publicly requested objectives from this DGP, the Plan preparer and the City are improperly limiting their evaluation of "project alternatives" to just those few which take into account these pro-development oriented "objectives".

CEQA however requires that an EIR in its discussion of alternatives: *"focus on alternatives capable of eliminating any significant adverse environmental effects or reducing them to a level of insignificance, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly".*

The City cannot, by ignoring publicly requested objectives for environmental protection and growth control, thereafter legitimately hold it's scant alternative collection up to so many fewer criteria for selection. Many environmentally supported objectives were identified resulting from the General Plan's 1988 "Planning Survey" and later public comment.

36

Comment: Further making this DGP difficult to comprehend by the public at large is the lack of a state required diagram illustrating our objectives as they relate to the General Plan. *See Gov.C § 65302 "The - General Plan shall consist of a statement of development policies and shall include a **diagram**..... setting forth objectives, principles, standards, and plan proposals"* (emphasis added). Thus, without this diagram to make it's objectives more understandable, this DGP is in violation of the law.

3 SETTING

37

Comment: "SETTING" SECTION 3.1 INADEQUATELY OMITTS MENTION OF VOLCANO

Failing to describe the local and regional environment, this section totally ignores describing the prominent, still active volcano adjacent to the City. This is significant since nowhere else in the continental United States are so many people located so close to an active volcano as at Mt. Shasta.

This is further curious since earlier drafts of this DGP and EIR did both show and discuss the setting adjacent to this volcanic mountain.

38

Comment: PLAN SUDDENLY SKIPS FROM "SETTING" TO "GROWTH INDUCING IMPACTS", OMITTING REQUIREMENT TO DISCUSS "EFFECTS" AND "UNAVOIDABLE EFFECTS"

4 GROWTH INDUCING IMPACTS

39

Comment: PLAN INCORRECTLY CLAIMS IT DOESN'T AFFECT GROWTH RATE

While external population forces available to move to Siskiyou County are somewhat beyond this DGP's direct influence, whether they move into the Planning Area, or City itself, versus move into neighboring communities, is entirely within the effect of this DGP.

If no growth were allowed by the DGP, then they'd only be able to settle elsewhere. If total restrictions were removed for new construction, then the DGP would facilitate maximal growth, with maximum impact upon the environment. Few restrictions would tend to keep housing costs lower than adjacent communities with perhaps moderately restrictive general plans, and thus "promote growth" with lower cost inducements. Some mitigations tend to create growth rates in between these two extremes.

It is evasive of planning responsibility for this DGP to pretend first that it doesn't "significantly affect" our growth rate, and secondly to then not provide analysis of that growth rate by claiming it would be "overly speculative". Planning is predictive by nature. General Plans are required to reasonably project such growth, and analyze the difference of each alternative. Otherwise, how can the decisionmakers make informed decisions on which alternative to choose? Tolerating such weak excuses would be tantamount to saying that CEQA "alternative analysis" and "Growth Inducing Impact analysis" requirements are met by little more than unsubstantiated fluff. Nonsense. This "Growth Inducing Impact analysis" is simply inadequate.

Draft response to Mt. Shasta Tomorrow letter
CONFIDENTIAL ATTORNEY-CLIENT COMMUNICATION

November 29, 1992

Page 9

Page — comment	Final EIR responses to the comments
35	If one were to track the direction of public comments from 1988 through 1992, it can be concluded that public opinion has shifted from an environmental/growth management position to one of property rights and increased employment opportunities. This belief of the Planning Commission and City Council were further supported by the defeat of Measure A in November, 1991. This ballot measure would have implemented a number of the items identified in the period of 1988 through 1991 as being "important issues."
36	The Draft Plan included a black-and-white diagram of land use in the City and Planning Area. Due to comments about the difficulty of reading the map, the diagram has been republished in color with one map providing an overview and seven individual detail maps.
Page 14 37	The Final Plan recognizes in its text that the City is near the dormant Cascade Mountains volcano named Mt. Shasta. General Plans have limits on the boundaries based on lands over which the City determines that it has ^{maintain} some degree of influence and control. The Mt. Shasta ^{land} area was excluded from the General Plan because it is unlikely that the mountain will be the subject of private sale or development.
38	The organization of the EIR does not have to precisely following the numbering of sections in the <i>CEQA Guidelines</i> .
39	Studies by the American Planning Association, Urban Land Institute, and other organizations have determined that the growth rate of an area is controlled by market conditions — available employment, proximity to employment centers, cost of housing, available services, and quality of life. Increased regulation does not by itself decrease growth rates — just as eliminating or reducing regulations does not by itself increase growth rates. However it has been shown by the National Association of Home Builders that increased governmental regulations does cause an increase in housing costs. The General Plan will continue to show the traditional growth rate for the City and surrounding area.
Page 15 40	Statement of letter organization, no response necessary

OTHER EIR SECTIONS SCATTERED THROUGHOUT PLAN:

5	<i>IMPLEMENTATION AND MITIGATION MEASURES</i>
6	<i>EFFECTS OF ANNEXATION</i>
7	<i>EFFECTS OF HOUSING POLICIES</i>
8	<i>IMPACTS OF NON-RESIDENTIAL USE</i>
9	<i>TRAFFIC & CIRCULATION EFFECTS</i>
10	<i>CIRCULATION MITIGATIONS</i>
11	<i>WILDLIFE AND BOTANICAL RESOURCES</i>
12	<i>RESOURCE PRODUCTION</i>
13	<i>CULTURAL RESOURCES</i>
14	<i>AIR & WATER QUALITY</i>
15	<i>GEOLOGIC HAZARDS</i>
16	<i>NOISE</i>
17	<i>PROJECT ALTERNATIVES COMPARISON</i>

40

Comment: EIR INADEQUATELY DISCUSSES THESE ABOVE REQUIREMENTS

Note: In this public comment, rather than separately comment upon the EIR and then later the same subjects in the DGP, we are combining such comment in the following DGP issue sections.

However, for the purpose of fulfilling CEQA requirements, the City's EIR is inadequate in failing to provide sufficient analysis of impacts, disclosure of all known significant environmental impacts, omitting mandatory requirements of EIR's, and for having inadequate summaries and Table Of Contents to aid the reviewer into finding where the required analysis occurs, even when some of it is provided.

For example:

41

Comment: EIR FAILS TO DISCUSS IMPACTS UPON LOSS OF OPEN SPACE LAND

The Table of Contents shows no listing for Open Space impact discussion which is required. Even the closest EIR section on "Managed Production of Resources" (p.97) ignores Open Space impacts. It is not as if the City doesn't know that there will be significant environmental impacts upon the open space (see Jan.'92 EIR p.93-95 with it's two pages of

mitigations). While some Open Space loss Implementation measures are included in this DGP, they are not referenced per EIR requirements, discussed properly, nor included in the Table of Contents.

42

Comment: EIR IMPERMISSIBLY REFERS TO A SEPARATE DOCUMENT FOR REQUIRED DISCUSSION ON NOISE IMPACTS

The EIR must include all requirements in one document. Many reviewer will not have the excessively expensive Noise appendix available to evaluate it's EIR compliance to CEQA.

B

Draft GENERAL PLAN

A. FUTURE "BLUEPRINT" ?

1

Comment: PLAN FAILS TO SHOW NEW ROADS AS IT CLAIMS

In this introduction (p. 1) , the DGP claims to "*show... the location of future roads*". The map however on page 73 doesn't adequately do that and doesn't label any new roads, so how or where are these in reality actually "shown"?

2

Comment: PLAN FAILS TO MEET OTHER PROMISES

In this introduction (p. 1) , the DGP claims to provide information on "*Future land uses and... changes in density for existing neighborhoods*". Neither of these items are ever provided in this DGP. This Plan doesn't even show existing land uses separately, nor changes in land uses.

B. The City of Mt. Shasta

3

Comment: PLAN OBSCURES THE EXISTENCE OF AN ADJACENT ACTIVE VOLCANO

This section is part of the CEQA requirement for a description of "environmental setting". As such, the narrative is required to place "*special emphasis on environmental resources that are rare or unique to that region and would be affected by the project*" (CEQA 15125(a)) Somewhat surprisingly, the DGP's narrative about environmental setting fails totally to even mention that this City is situated at the base of an active volcano — a "rare and unique" feature by anyone's account.

Since the "project" is a Plan for future growth upon volcanic slopes affected by occasional volcanic events, the omission of mention violates the CEQA purpose of full public disclosure. Such an omission is impermissible, yet not surprising; later in this document intense levels of growth are projected on lands in the path of potential hazardous mud flows. Both of

these flaws of inadequate disclosure and improper safety planning must be corrected.

4

Comment: MAPS FAIL TO EVEN INDICATE existence OF VOLCANO!

The Planning Area Map (Figure C page 9) shows Black Butte, but doesn't even label the slopes of Mt. Shasta. For that matter, this active volcano isn't shown or identified on ANY area maps within this entire DGP! (The only picture of the volcano is a barely recognizable, simple graphic logo on the cover of the Plan!) The best that the City has done anywhere occurs on figure N where it shows mud flow channels, but even then this map is unclear, small, and it doesn't inform the map reader that these hazard channels are related to a volcano. The only graphic map references to the Mt. Shasta volcano exist in the separate and practically uncirculated Volcanic Appendix. The maps within the Plan need reference of this nearby volcano.

5

Comment: PLAN IS "INTERNALLY INCONSISTENT" IN HIDING GRAPHIC EVIDENCE OF VOLCANO WITHIN THE MAIN PLAN DOCUMENT.

The City could not have done a more complete job of hiding the disclosure by graphic means of this most prominent local feature, the volcano, if it had tried.... which is quite apparently exactly what has been improperly done. Even quite unbelievably the Map on page 101 (Figure "L" Scenic Resources) fails to indicate this mountain as a scenic resource! As such, numerous elements and maps in this Draft General Plan need revision to show the mountain if they are to be consistent with the Safety Element and other elements.

As an aside, at a public meeting about this General Plan earlier in 1992, City Council member Paul Dawson, a geologist by profession, stated that "there is precious little reference to geologic hazards in the draft General Plan" (at that time). In consideration of how the following issues have been hidden, it's apparent that even the current DGP is inadequate:

- volcanic discussion has been separated in a little seen Appendix,
- more recent information about this volcanic eruption frequency being between every 250-300 years is missing, while the public is falsely reassured that it erupts every 600 years,
- much seismic and soil related significant impacts are ignored.

6

Comment: PLAN NEEDS VOLCANIC APPENDIX BOUND WITH MAIN DOCUMENT

As an aside, the decision of the City to exclude the Appendix on Volcanic Hazards from the bound version of the DGP further illustrates what appears to be a willful attempt to hide volcanic risks from public disclosure. Additionally, the City was overcharging for this appendix on volcanic hazards

by a factor of 4 times the allowable maximum of 10¢ / page, practically guaranteeing that few people would purchase a copy. The City during the first 5 weeks of the public review period on the DGP had only sold 2 copies of this appendix; it is safe to say that few people will realize the hazard this volcano poses by reading this DGP. As such, revision is needed. All materials including volcanic hazard discussion should be combined in the next version of this General Plan.

7

Comment: PLAN'S VOLCANIC ERUPTION ASSUMPTIONS ARE OUTDATED

The General Plan EIR incorrectly misuses outdated 1980 information when more recent studies were available on volcanic hazards. It accordingly underestimates the frequency of volcanic activity. If one thinks that this volcano only erupts once every 600 years, then perhaps there isn't much problem within the planning period of 20 years considering that it last erupted about 200 years ago. However if the General Plan author was to have used the more recent data from the USGS labeled "Volcanic Hazards at Mt. Shasta" published in 1987, we would see more alarming discoveries.

This USGS report indicates that the mountain has erupted about "every 250 -300 years". This means that it has a good chance of erupting within the next 50 years, which is easily within the life span of any buildings built within the planning period.

Furthermore, but unknown publicly when the draft General Plan EIR was prepared, a new study released in May, 1990 by Steve Malone – a University of Washington seismologist – shows that Mt. Shasta is the fourth most likely volcano within the Cascade Range most likely to erupt in the next 20-30 years! This study also shows that the probability for eruption increase with the frequency and magnitude of earthquakes; this year Mt. Shasta has been hit with numerous minor earthquakes. Some of these, unlike in previous years, have also been directly under the mountain, as opposed to at a distance along various fault zones.

8

Comment: PLAN FAILS TO IDENTIFY INTENSITY OF DEVELOPMENT IN AREAS PRONE TO VOLCANIC FLOW HAZARDS

This DGP fails to identify the intensity of development in areas prone to volcanic flow hazards such as mud flows. For example, in what has been called the West Lake Urban Reserve Area in the Jan.'92 EIR, the public deserves to know how many people per acre are being exposed to potential risk by full commercial buildout of land use designations. A five story hotel has been proposed for this site recently by the owners, as well as a shopping center. The DGP only describes density as number of units per acre, but the number of people per unit can vary widely in different commercial uses.

The DGP doesn't provide any measure of intensity of development for what a site that is somewhat analogous to a 100-year flood plain.

This area wasn't called West **Lake** street for nothing.... since it was apparently once flooded regularly until drainage ditches were installed in this planning area's earlier days. Identifying density of development now might save lives later if we can see that we'd be risking too much to allow development of such sites with these General Plan Land Use designations.

C.

D. Public Participation

9

Comment: PLAN FAILS TO DISCUSS SURVEY OF COMMUNITY ATTITUDES

Contrary to the claim in the DGP (p.5) that "*the results of this survey are briefly discussed in Section II.A*", in actuality the results ARE NEVER DISCUSSED. Perhaps it was the intention to include them as was done in an earlier draft, but it wasn't carried through. The City paid a lot of money for this survey, and the public's better than average response rate meant that many people were interested.

The discussion on pages 16 and 17 about the survey amazingly fails to provide any glimpse of the result, but rather meanders all around the subject with discussion about procedure and not about content or results.

Whether or not the results were politically acceptable to City officials is not justification to leave these Results out of this plan. The results should be included, for how else can anyone judge whether this DGP actually fulfills community expectation and needs without it?

E. General Plan Scope

10

Comment: PLANNING AREA MAPS ARE UNREADABLE

Figure "C" is unreadable and useless. It doesn't even show or label the volcanic mountain next to the City. A better copy was provided in earlier drafts.

Figure "D" - Sphere of Influence - is also unreadable. It doesn't even clearly show in all areas what the adjoining land is.... such as whether it is in National Forest public ownership or in private ownership.

F. ____

G. ____

II. Issues

A. Planning Opinion Survey (See above comments also)

11

Comment: THE SURVEY INDICATED THESE IMPORTANT PRIORITIES

Though the DGP totally omits the survey and it's results, here is a summary. The survey (see summary of survey in City's record, 1988) indicated that the following items were strongly wanted:

- "A high preference for environmental protection"
- A high preference for keeping the community scale small
- A strong preference toward growth limitations
- Preference for Tourism was mixed between the businesses and residents.
- Few residents favored developing the City industrially
- No industry near downtown nor residential areas
- Strong preference for improving the downtown Central Business District
- Development of new multifamily is largely opposed
- Strong support for protection of the visual and aesthetic resources
- Strong support for acquisition of open space and recreational land

Since these issues are important to the public, then this DGP must reflect them throughout. It is inadequate as written currently in this regard.

B. Mission

12

Comment: PLAN MISSION FAILS TO RESPOND TO COMMUNITY NEEDS

The DGP "Mission" statement only includes the objectives of 1). economic growth and 2). protection of private property rights. As an indication at how irresponsive this Plan is in only addressing one public objective, the second of these is not even properly within the role of a General Plan, for such rights are protected by other national, state, and local laws.

The mission statement should also respond to the strongly supported preferences voiced in the Survey which included environmental protection, growth limitations, restraint of industrial development, protecting the downtown, protecting views, and improving the open space and parks of the City.

This entire DGP, being founded upon the wrong basis by having omitted all these other objectives can not possibly fulfill community objectives properly nor be used in the future as an accurate blueprint for development.

C. —

III. Land Use Element

A.

13

Comment: PLAN INADEQUATELY SPECIFIES POPULATION DENSITY STANDARDS.

A General Plan must contain adequate standards for population density. yet this DGP doesn't. (*Camp v. County of Mendocino*(1981) 123 CA3d 334). Since this DGP hinges the number of people per acre partially on the designation of the adjacent street, but fails to provide indication of what each street classification is, the density of such lands is actually indeterminate. Thus, this DGP is in violation of law.

The road system proposed in the Circulation Element must be closely, systematically, and reciprocally related to the Land Use Element, (*Concerned Citizens v Calaveras County* (1985) 166 CA3d 90) . In our DGP, such relationship is inadequately established.

This DGP failure to adequately specify density ranges makes it unsuitable for future preparation of consistency "findings" required in zoning, use permit, and subdivision approvals.

14

Comment: LAND USE ELEMENT FAILS TO IDENTIFY AREAS SUBJECT TO FLOODS

The Land Use element is inadequate since it fails to identify areas that are subject to flooding as is required by law. The concept of Flood mapping should be locally modified to also include innundation by mudflows or other volcanic hazards which move in a liquid-like fashion and follow or respond to topographic features in the planning area analogous to movement of water during flooding.

15

Comment: PLAN DOESN'T CLEARLY SPECIFY USES FOR EACH DISTRICT

The Land Use Element is inadequate because it fails to "clearly specify allowable uses for each land-use district". For example, the reader is unable to determine if a use such as a motel is allowable in either a residentially or a commercially designated area.

This DGP not only doesn't identify allowable uses, it seems to obscure normally understandable land-use districts by renaming some of them ambiguously. Calling industrial land (currently shown as CM, M-1, M-2) by the new term "employment center" lands hides the nature of these land uses. For example, does a plant nursery which employs people producing salable landscape products fit in a "employment center" area? Or on a "commercial center" site? Or a "resource center" site? Or where does a "cemetery" fit?

This Land Use Element must be revised for greater clarity and usability.

16

Comment: MAPPING IS INADEQUATE

The DGP doesn't show **existing land uses** on a map. The Land Use Element map has incorrectly proposed designations on it as circulated for public review. As such, much of the comment that could have been analytically focused upon proper land use density and locations is effectively frustrated, requiring that this DGP be redone and recirculated according to law. The Land Use Element map is also inconsistent with Conservation element policies.

17

Comment: LAND USE MAP DOESN'T SERVE AS A YARDSTICK

The average reader, unskilled in interpolation and profession map reading, would in many cases be unable to check certain individual parcels against the Plan and know how that property could be used.

B. OVERALL GROWTH and ANNEXATION

18

Comment: PLAN DOESN'T RESPOND TO GROWTH CONTROL DESIRE OF CITY

While acknowledging that "uncontrolled growth" is unwanted by the community (on page 23, 3rd ¶), it is **inconsistent** to then claim that growth control objectives will be met by having the facilities to support the growth "available when the projects are ready for occupancy. On one hand only limited growth is wanted by the community, and on the other the City is preparing for as much as can occur by having the sewers standing ready to hook up. This contradiction needs a better resolution; this DGP suffers for being out of touch with the community's intentions.

C. TYPES of LAND USE

19

Comment: PLAN OMITTS PRIVATE OPEN SPACE TYPE OF USE CATEGORY

D. ----

E. Siting Land Use

Comment: PLAN MAPS ARE INCORRECT, UNREADABLE, MISLABELED.

20

Comment: PLAN FAILS TO PROVIDE LAND USE INTENSITY INFORMATION

Table V is indefinite as to serving density projection analysis since street categories are not identified in this DGP.

Even as late as 2 days before the end of the public comment period on this DGP, the consultant has admitted publicly that he didn't include too much detail in the Plan because then it would be too hard to amend. He instead was recommending that the City place that detail in a separate Land Development Code to be adopted later. What apparently isn't understood by the City is that if this detail isn't provided before the plan is circulated, the plan is nebulous and the public would not be able to quantify and evaluate the extent of the significant environmental impacts as is required by CEQA.

F. Resource Protection

21

Comment: PLAN FAILS TO DISCUSS VEGETATION IMPACTS

The DGP is mysteriously silent about the entire subject of "conservation of sensitive vegetative resources" as in plant species or trees. There is no narrative nor pictorial concern with this subject, and no mitigations. This is particularly suspect in light of earlier identification of Significant Environmental Effects upon Vegetation in the Jan.'92 EIR. As such, this DGP and EIR are defective for failure to discuss and mitigate these impacts.

From the Jan.'92 EIR (page 34 and 109+) the following mitigations were provided to reduce the impacts to less than significant:

"VEGETATION

Potential effects on vegetation include development-related disturbance of vegetation communities and sensitive plant species. Disturbance would affect the full range of vegetation types found within the Planning Area. Only upland communities are addressed in this section, however; wetland impacts are addressed in Section 4.13.

Upland Plant Communities: Anticipated development during the planning period can be expected to result in as much as 640 acres of vegetation disturbance, based on the "development disturbance" figures shown in Section 2.5. Based on the distribution of vacant and potentially-developable lands in the Springhill, Eastside and Southside areas, disturbances can be expected to affect primarily brush-dominated sites. Nonetheless, some losses of mature oak and conifer trees would occur as some developing areas have existing or developing tree cover.

Significance of Effect: Potentially significant.

Mitigation: The identified environmental effects would be mitigated by the following General Plan policies:

Policy RC-22.1 Encourage the use of native plant materials, plant materials representative of

mountain themes and volcanic, granitic and other stone types typical of the Mt. Shasta are in urban building and site design.

Policy RC-22.2 Require submittal of tree location and conservation plans with development plans for sites containing mature trees. Require retention of existing trees on sites with relatively uniform coverage in accordance with the following standards,

<i>Residential development</i>	<i>10%</i>
<i>Commercial development</i>	<i>5%</i>

and greater percentages, as appropriate, on sites with only partial mature tree coverage.

Policy RC-22.4 Encourage the planting of native tree species within new development in the Springhill and Southside areas.

Significance of Effect After Adoption of Mitigation: Significant. Most native vegetation losses would not be avoided.

Considerations Pursuant to CEQA Guidelines Section 15126 (b): Removal of native vegetation is implicit in land development activities and cannot be avoided. The proposed General Plan is intended to guide new development and will, therefore, involve losses of vegetation.

Special Vegetation: Development of Urban Reserve areas west of I-5 at Lake Street could result in losses of wet meadow/pasture vegetation and associated open space and aesthetic values. This effect is also addressed in Section 4.5, Open Space.

Significance of Effect: Potentially significant.

Mitigation: The identified environmental effects would be mitigated by the following General Plan policies:

The West Lake Street Urban Reserve designation - (General Plan Section 3.5) requires the maintenance of open space and wetland values on the subject site if development is to be allowed.

Significance of Effect After Adoption of Mitigation: Not significant.

Sensitive Plants: Development pursuant to the General Plan would involve no known potential effects on state- or

federal-listed threatened or endangered plant species. No listed species are known or suspected to occur in the Planning Area.

*Development would involve some potential for disturbance of other sensitive, or special interest, plant species; the plant communities which are potentially subject to disturbance do not typically support these species. Wetland areas may, but do not likely, support populations of *Odhioglossum vulgatum*, a species thought to be extinct. As this species is not conclusively known to be extinct, and as development could occur in its habitat, the potential for a significant effect is assumed.*

Significance of Effect: Potentially significant

Mitigation: The identified environmental effects would be mitigated by the following General Plan policies:

Policy RC-12.1 For projects occurring on suitable habitat for potentially important plant species or in the vicinity of historical rare plant occurrences, require botanical surveys, impact analysis and mitigation recommendations by a qualified botanist.

Policy RC-12.2 Incorporate mitigation measures as conditions of project approval as necessary to avoid significant adverse effects on plants which may meet criteria for listing as endangered, threatened or rare plants under the California Native Plant Protection Act.

Significance of Effect After Adoption of Mitigation: Not significant.

It is suggested that these or similar mitigations be once again included when this Plan is corrected.

G. Residential

22

Comment: This DGP should include a policy to encourage the adoption of zero-lot line housing as a means to provide more usable open space within a small residential site. Zero-lot line housing is accepted in Redding and Chico, and Shasta County allows zero-lot line housing in Planned unit developments.

23

Comment: PLAN FAILS TO SHOW WHERE MOTELS/HOTELS ARE PLANNED

H. Commercial

Comment: PLAN INCONSISTENT ABOUT COMMERCIAL EXPANSION LANDS

It is internally inconsistent for the Land Use Element map (Figure E) to fail to designate adequate lands for Commercial use as the town nearly doubles in size over the planning period, while at the same time in mitigation LU-7.2(b) p. 48 seeks to prevent sprawl. It states:

LU-7.2(b) *"Ensure that alternative sites in the Downtown area are considered prior to approving major commercial center development that may draw traffic and customers away from the central business district."*

The downtown area will need to nearly double in size to accommodate double the commercial growth. There are few infill sites available presently. Traditionally, residential areas nearby a town's Central Business District became transitionally zoned to accommodate commercial expansion. Our existing plan indicates Chestnut, for example, with commercial uses where once and still remaining residential uses exist. This DGP, however, not only fails to expand upon the Central Business District's ability to expand with new transitional commercial designations, it even shows on Figure E the east side of Chestnut being reduced once again for residential use where commercial uses have begun locating.

This inconsistency is guaranteed to reduce, and not expand, the potential for good planning with a compact Central Business District.

Comment: PLAN INHIBITS CENTRALIZATION POTENTIAL OF DOWNTOWN BY FAILING TO PROVIDE CHESTNUT/MT. SHASTA BLVD. ONE-WAY STREET COUPLET

Chestnut St. since the 1987 Circulation Element has been part of a couplet of one-way streets; such widening of the downtown with circulation improvements then mitigated the destructive tendency to sprawl lengthwise beyond compact walking distances. This DGP seems bent upon undoing that positive planning scheme in that it no longer includes such a couplet mitigation. The discussion on page 62 suddenly ends after identifying the traffic congestion impact that was mitigated with this couplet without providing that or an equal mitigation. This DGP claims that this prior mitigation was not completed due to funds and objections, but so what? The lack of funds isn't an excuse to re-create traffic congestion!

If a mitigation for traffic congestion requires funding, then place a mitigation in this DGP that future growth proponents or developers will pay for it. Or require the City to pay for it. Simply ignoring this impact is a violation of CEQA though once it was identified as significant, as occurred in the 1987 Circulation Element.

Furthermore, the Jan.'92 EIR also identified this downtown area having significant impacts which required mitigations including this providing for this couplet. Inadequately, the current DGP omits most of these mitigations.

To quote the Jan.'92 EIR (Page 80, 81):

"Impacts on Urban Arterials: Review of Table 4-5 indicates substantial traffic increases on all Urban Arterial segments and that four segments could exceed proposed General Plan standards during the planning period:

*Mt. Shasta Blvd, North of Ream
Mt. Shasta Blvd, South of Chestnut
Mt. Shasta Blvd, Main Street
Lake Street, East of Railroad*

Under these circumstances, and with existing road geometrics, central Mt. Shasta Blvd. would be at LOS E, at as much as 70% of capacity, during peak hours. Other sections of Mt. Shasta Blvd. would vary between 20% and 50% of capacity at LOS C and "high" LOS D. Lake Street would operate at LOS D in the 4-lane section but would exceed capacity between Pine Street and Mt. Shasta Blvd. without additional improvements.

Significance of Effect: Significant

Mitigation: *The significant environmental effects identified would be mitigated by the following General Plan policies:*

Policy CI-5.2 Undertake traffic studies to identify specific future general traffic improvement needs, particularly the road and street projects and other circulation improvements identified in the Circulation Element. Such studies should address costs and relationship of specific development projects to traffic generation. Provide for financing of these needs through the preparation and adoption of a citywide traffic mitigation fee ordinance which assigns costs to developers on a pro-rate basis.

Policy CI-5.5 Consider the dedication of Mt. Shasta Blvd. and Chestnut Street within the CBD to one-way traffic in conjunction with CBD planning processes.

Policy CI-7.1 For major traffic generators in all areas, limit site ingress/egress to and from Urban Arterials in favor of access to and from collector and local streets, particularly in commercial areas.

Policy CI-7.2 Promote the development of non-vehicular transportation modes. See Transit, Bikeway and Pedestrian policies.

Significance of Effect After Adoption of Mitigation: Not significant. Level of Service can be maintained within presented standards. "

Correction of the DGP is indicated with inclusion of these previous circulation mitigations. Otherwise, CEQA provisions would be violated.

26

Comment: PLAN INADEQUATELY CONSIDERS ROSEBERG PROPERTY

No mention is made that Roseberg site belongs to the City. Ownership rights can heavily influence it's immediate development through public policy. This needs to be stated in the DGP. This land is much more suitable for commercial, housing or other development than the Springhill lands because it has sewers nearby, is close and central to town, is not so hazardously located, and has better freeway sight access potential because it is between two of three Mt. Shasta exits, not north of all three.

I. Employment (Industrial)

27

Comment: PLAN FAILS TO PROVIDE MEANS FOR RETENTION OF LARGER INDUSTRIAL SITES FOR FUTURE USE

PLAN Implementation measures Lu-9.1(a, b) are inadequate for potential significant environmental impacts and also fail to support the policy they are designed to mitigate.

J. Public Facilities

28

Comment: PLAN FAILS TO IDENTIFY "CRITICAL FACILITIES"

For planning purposes, "critical facilities" should be identified upon a Land Use map in the DGP. This Plan is inadequate however since it fails to do that, and therefore also the Safety Element is inconsistent with the Land Use Element.

29

Comment: PLAN INADEQUATELY PROVIDES FOR SPACE USES

This Land Use Element is required to provide designations for all uses, yet Open Space uses are inadequately discussed or provided for elsewhere or in this "Public Facilities" section of the Land Use Element . Therefore, this Land Use Element is unlawfully inconsistent with the Open Space and Conservation Element of the DGP.

One cannot look to the Resource Production land category for adequate Open Space provisions either. The DGP states, on page 37,

"The Plan does not use the Open Space classification for lands that may be used for resource purposes in order to avoid future conflicts over the definition of whether open space may be "developed"... (for economic uses)."

Actually, this Land Use Element doesn't use the Open Space classification for any lands, even those without economic value where no conflict could occur.

The DGP's excessive focus on economic growth is all too apparent in such a statement. This DGP is legally inadequate for failing to equally weigh importance of the Open Space and Conservation Element with other elements, and this quote on page 37 is evidence of that.

Moreover, this Land Use Element designation being labeled "public facilities" ignores private facilities.

The Jan.'92 EIR/Plan had several Open Space designations (OPR, OTA and OMN). The Land Use Element map should be revised to include the minimum requirement for open space at least consistent with state statutes.

30

Comment: PLAN PROVIDES NO LAND USE CATEGORY FOR PRIVATE PARKS, etc.

While the DGP on page 54 barely mentions "private recreational development" as for RV parks, it fails to provide a Land Use map designation for those or other forms of private parks, community centers, private land trusts or nature conservancies, private golf courses, cemeteries, etc.

The City has, in its fervor to eliminate many restrictions associated with open space provisions, not only eliminated the Open Space designation but also some of the uses from its replacement designations. As such this DGP is internally inconsistent. It is in violation of state laws regarding open space protection, including (GovC § 65563- 65567).

The DGP, on page 88, makes it clear that the City doesn't want to acquire open space land. It however is inaccurate to claim that because the City doesn't have the funds to acquire it, that it cannot plan for such open space acquisition by other means such as donations, dedicated easements, or land exchanges, to name a few.

31

Comment: OPEN SPACE MITIGATIONS ARE INADEQUATE

The Jan.'92 EIR considered the loss of Open Space significant and therefore provided mitigations which this DGP now ignores. As such, this DGP fails to meet CEQA requirements. To quote from the Jan.'92 EIR :

"Both the Conservation Elements would result in the protection or conservation of additional open space land through the

implementation of specific open space-related policies of the Elements; these would include visual resource, tree conservation, buffer strip, recreation lands and trails, wetland conservation area, slope conservation area and other provisions. The Open Space Element would provide for adoption of open space zoning consistent with state statutes.

*Significance of Effect: **Significant***

The current DGP is not consistent, and needs revision.

32

Comment: PLAN LACKS ADEQUATE OPEN SPACE ACTION PROGRAM

Contrary to the statement on page 84 (DGP), this DGP lacks an adequate open space action program required by statute. The implementation measures proposed do not meet the requirement to adequately protect open space.

33

Comment: PLAN IGNORES VALUE OF AGRICULTURAL USE

In the next paragraph, the DGP **incorrectly** states that *"there are no lands within the incorporated City limits that meet the standards for resource production lands."* The Jan.'92 EIR (p. 114) however stated that: *"Effects of General Plan adoption on agriculture would be limited to agricultural lands in areas potentially subject to development; these include Urban Reserve lands west of I-5 in the vicinity of the Lake Street interchange."* Since this area is within the City limits and is used for some grazing and hay production, then by definition these agricultural lands indeed should be designated as *"resource production lands."* Whether for agricultural use, or for open space value, the loss of these lands is potentially significant. The failure of this DGP to acknowledge that is internally consistent with other provisions.

34

Comment: PLAN IGNORES EARLIER OPEN SPACE MITIGATIONS

To show how the City in it's Jan.'92 EIR attempted to meet this requirement, but has now fallen away from, here are those earlier provisions which were created to lessen the level of impact to less than significant:

Open Space Action Program set forth in OS-2, including:

Policy OS-2.2 Adopt a Park Land Dedication and In-Lieu Fee Ordinance meeting the requirements of Government Code Section 66477.

Policy OS-2.3 Actively identify and aggressively pursue available grant funds for open space and recreational land acquisition and development in cooperation with the Mt. Shasta Recreation and Parks

District, County of Siskiyou, U.S.-Forest Service and other agencies. These may include state park bond, Land and Water Conservation Act funds as well as other special funds which may be applied to open space preservation (e.g. water resource, wildlife, timber conservation and other funds).

Policy OS-2.7 Direct spending of in-lieu fees and other funds available for recreational development in accordance with the following priorities:

- 1. Acquisition and/or development of neighborhood park or mini-park lands for residential areas which generated the fees.*
- 2. Improvement of existing community parks.*
- 3. Acquisition and/or development of other neighborhood and mini-park lands or trail corridors.*
- 4. Acquisition of other park and -open space lands.*

Policy OS-2.10 Mini-Parks Master Plan. Inventory potential mini-park sites within existing developed areas, including one or more "downtown green" areas, and consider adoption of priorities for acquisition or inclusion by trust within two years of adoption of this plan.

Policy OS-15.1 Apply OPR designations on the Land Use/Circulation Diagram to existing recreation lands, and recreation lands which have been identified as being needed in the future, including proposed mini- and neighborhood park sites, or other lands which may be identified in subsequent parks and recreation master plans, on the Open Space Plan, Figure 7-1, and on the Land Use/Circulation Diagram, Figure 3-1.

Policy OS-15.2 Require consideration of local mini park needs, and reservation of necessary mini-park sites, in conjunction with project review.

Policy OS-16.1 Acquire and develop park and recreation lands identified on the Open Space Plan, Figure 7-1, or other recreation sites which may be identified in this Element.

Policy OS-16.2 Park and recreation and trust lands to be considered for acquisition and development shall include mini-park sites within existing developed areas, including one or more "downtown greens".

Policy OS-16.3 Cooperate with the MSPD, County of Siskiyou and School Districts in applications for grant monies, and in the acquisition, development and

maintenance of park and recreation lands, in particular where opportunities for joint recreational facility development and use exist.

Policy OS-16.5 Accept park land dedications where the offered lands are consistent with the provisions of this plan and would directly meet, or contribute to meeting, identified recreation land needs.

Policy OS-16.9 Include specific provisions in the Zoning Ordinance which require the provision of recreational facilities on-site in multi-family housing developments of more than six units.

*Significance of Effect After Adoption of Mitigation: **Not significant***

If it took all these mitigations which are largely missing in the current DGP/EIR to reduce the significant effects, then our DGP is currently inadequate for omitting them.

35

Comment: PLAN HAS NO OPEN SPACE MAP

The DGP has no recreation & open space map on which to show existing open space, vacant lands available for potential open space acquisition, future proposed parks, trails, nature study areas, etc. The earlier Plan had this, albeit difficult to read, map in Figure 7-1. Such a map is necessary for fulfillment of Open Space and Conservation Element measures, for planning for growth, for minipark provisions in the downtown and for public review of the adequacy of the DGP. This DGP is inadequate without such a map.

Comment: PLAN FAILS TO CONSIDER TRAIL ORIENTED RECREATIONAL USE

This DGP fails to consider public demands for trail oriented recreational use received during the Plan's preparation process. These trail uses are required to be considered in the Open Space plan. Without this, the DGP violates Pub.Res.C. §5076 and Gov.C. § 65560(b)(3). In fact, the DGP omits such consideration entirely though the City in earlier drafts made such provisions.

Also, the City failed to consider the feasibility of integrating the city and county trails which should have been considered with the California Recreational Trails System. (Pub.Res.C. §5076)

Comment: PLAN FAILS TO CONSIDER SCENIC HIGHWAY CORRIDORS

In violation of Gov.C. § 65560(b)(3), this DGP fails to adequately consider scenic highway corridors. The inadequate label on Figure "L" (*IMPORTANT*

CORRIDORS) in no way fulfills this requirement, for it provides no explanation of why the listed roads are important or why future development should in any way consider scenic impacts upon these corridors. The text doesn't even hint at protecting such scenic highway corridors, and Mt. Shasta City is a tourist community highly dependent upon the tourist industry! No mitigations are provided either for potential impacts in violation of CEQA. This failure is inconsistent with the DGP "objective" as to economic growth in violation of state requirements.

This DGP should assess the scenic highway corridors and their appropriate boundaries, scenic features, and relationships to the surroundings, the existing incompatible development within the corridor, the proposed improvements, and the potential for future public and private development within the corridor to be adequate. Retention and enhancement of scenic beauty is critical for this area's economic well being.

IV. Circulation Element

Comment: **The Circulation Element is lacking in fiscal responsibility.** *Concerned Citizens of Calaveras County v. Board of Supervisors. 166CA3d 90 (1985)*

A.

B. **STREETS & HIGHWAYS**

C. **NEW ROADS**

36

Comment: PLAN FAILS TO SHOW NEW PROPOSED STREETS

Any new streets proposed by this DGP are nearly illegible on the map, if they are shown there at all. A separate circulation map showing such streets is much needed;

Figure "H" is inadequate. The legend numbers in circles and on the map apparently references a non-existent "Table 4-3" probably from an earlier version of this DGP, but which isn't included. As such, these notes are irrelevant. This map is too small. It is unreadable.

The following new proposed streets need to be discussed and clearly shown:

- Morgan- Merrill's Lake St. -to- So. Mt. Shasta Blvd. bypass Arterial
- South interchange bypass "Roseberg East" residential collector street
- Rockfellow/McCloud Adams... (diagonal street orientation on map)
- Mt. Shasta Ski Area Bypass road
- Fryor's Lake Siskiyou Highlands- new road
- New street extension from Lake St. heading north to Castle Street
- New road connecting Shasta Uplands subdivision to get more directly to Everitt Highway without going down to Mt. Shasta Blvd.

It would be reasonable if maps at least as clear as the 1973 Mt. Shasta General Plan's "Street and Highway Plan" were used in this revised DGP to show these future streets.

37

Comment: PLAN SHOULD PROVIDE EAST SIDE AREA WITH PROPOSED COLLECTOR STREETS

The Draft General Plan fails to indicate where collector streets should be located in an "East Side" area that have been acknowledged earlier representing significant residential growth potential. Considering that the 1973 Mt. Shasta General Plan indicated on it's "Street and Highway Plan" numerous new "proposed" streets in this east side area, it is clearly insufficient for the Draft General Plan not to do so now. Without such guidance, this Draft General Plan is excessively "general". Subdivisions could be constructed like the "Shasta Uplands" and the "Monte Shasta" without planned connectiveness to other areas. This lack of planning is what created the excessive reliance upon Washington Avenue and McCloud Avenue now, and it is only to get worse. Now is the time in the Draft General Plan to correct this lack of planning.

Furthermore, with the likelihood that some of the East Side Area's housing will serve ski-related winter recreational functions, and since the existing Ski Park anticipates expansion, it makes sense to plan for a collector street between the East Side Area and Highway 89 to relieve congestion on McCloud, Old McCloud, Washington, and South Mt. Shasta Blvd. as the 1973 Mt. Shasta General Plan did. This bypass would lessen the some of the need to drive down into town from these areas and then drive back up the mountain towards that skiing accessed from Highway 89.

A similar comment is also made about proposing access to Everitt Memorial Highway from these East Side areas as the 1973 Mt. Shasta General Plan did should progress ever be made on the MSSA project which would require such access.

D. Parking

38

Comment: PLAN INADEQUATELY CONSIDERS DOWNTOWN PARKING:

This draft General Plan doesn't even show a map of the Parking District which was included in an earlier draft. It fails to show the much more important information as to where existing parking facilities are located and where new facilities can be located and would be proposed to be provided. What happens if the entire downtown is built out with no new parking being added because no proposed parking expansion locations are contained in this "blueprint for development" which is to become this General Plan?

E. TRANSIT, RAIL...

F. BICYCLE and PEDESTRIAN CIRCULATION

G. UTILITIES

39

Comment: PLAN INADEQUATELY MITIGATES SEWAGE IMPACTS

The Mt. Shasta Sewage Treatment System, contrary to favorable reports from the City Staff, is inadequate to handle even the current sewage, much less that from the expansion planned with this General Plan.

Discharges from the sewer plant are presently polluting the Sacramento River and violate specific "Waste Discharge Requirements" established for Mt. Shasta. Recreationalists kayaking past the outfall drainage have been reporting very foul odors and yellow, foaming substances being dumped into the river. Effluent is only partially treated by this system which is only an advanced secondary system with filtration; this system may in itself be inadequate for the protection of this major recreational river.

The City has acknowledged that its system has excessive infiltration due to aged sewer lines. Specifically there are problems in the 400 block of N. Mt. Shasta Blvd. where business owners report foul, sewer odors wafting from the crawl spaces of their buildings where they suspect raw sewage is entering the ground. If the General Plan were to further encourage the infill of existing areas instead of the encouragement of expansion into annexed lands, then there would be greater opportunity to repair and replace existing lines. This would help solve our problems more than the creation of new sewer lines to outlying lands which would divert city personnel from problem areas.

The earlier draft General Plan had many reasonable policies on the sewer system which are useful and needed. This version is mysteriously absent any mention of the significant impacts or proposed mitigations.

There was a surprising lack of documentation of assertions in either the earlier General Plan EIR or the PEDB as to the capacity, past problems, costs reflected in "Alternatives" to the proposed General Plan, pollution levels discharged and the impacts upon the Sacramento River. The reader was left with little to comment upon, or to independently evaluate as to the conclusions and the preferred plan. It appears the current draft attempted to solve that problem by impermissibly dropping the subject altogether!

The Jan.'92 EIR identified that the Plan's projected growth would have a significant impact on sewage disposal, and suggested four mitigations. (Policy CI-19.1 to CI-20.2) (see page 88, Jan.'92 EIR) The failure of the current DGP to also provide such mitigations is a violation of CEQA since the impact has been identified as significant.

In many communities, the lack of adequate sewer systems has served to stop growth when moratoriums had to be imposed upon sewer hookups. If Mt. Shasta is unable to adequately treat its sewage, then it should admit this inability before planning for additional growth. Hiding this problem in this General Plan and EIR is not necessarily the problem of the author, because he may have been given misleading information. It is a problem however for the City. It needs to be thoroughly investigated and solved first, before planning is approved in reliance upon faulty information.

40

Comment: PLAN FAILS TO ADEQUATELY MITIGATE STORM DRAINAGE IMPACTS

The DGP /EIR has NO mitigations to improved the City's storm drain system. This is surprising in light of previous testimony and documentation of troubles the City is facing with infiltration, excessive storm water being shed onto adjacent lands with each new project's impenetrable paving and construction. The Jan.'92 EIR found the effect of projected growth significant, and provided mitigations on page 90. Even then the mitigation was still unable to fully reduce the impact to less than significant. This needs to be made public in this EIR, for it's currently defective in this regard. This Plan is obviously inadequate with no mitigations, and needs to be corrected to reflect all the previous information made available in PEDB, Jan.'92 EIR , and earlier drafts.

41

Comment: PLAN NEEDS MITIGATIONS TO PAY FOR UTILITY EXPANSION

New development should pay for these costs to improve the system; a mitigation for such funding is needed.

42

Comment: PLAN FAILS TO ADEQUATELY MITIGATE WATER SUPPLY IMPACTS

Similar as above utilities, water supply is no longer indicated as a Significant Environmental Effect, though in consideration of the expansion of the community, it was in the Jan.'92 EIR . No mitigations are provided for impact to this system. This DGP and it's EIR are inadequate on this issue, and inconsistent with other elements and the Objective of the Plan to provide for economic growth.

V. Open Space & Conservation Element

A. CONSERVATION OF NATURAL RESOURCES

43

Comment: PLAN FAILS TO PROVIDE ADEQUATE WETLAND MAPPING

The City paid Karen Theiss & Associates \$18,000 to produce a wetland mapping of the community for the preparation of this General Plan. Why

isn't this work properly made a part of this DGP? The map on page 89 is not consistent with that work, is not readable, and is considerably poorer in quality than even the July 2, 1992 DGP version circulated a few days earlier than the current version.

44

Comment: PLAN INADEQUATELY PROTECTS WATER QUALITY

The discussion of water quality impacts and suggested mitigations are woefully inadequate in this DGP. As such, this DGP/EIR fails to comply with CEQA.

From the Jan.'92 EIR, these type of significant environmental impacts and mitigations were identified and provided (and such need to be currently contained in this DGP also):

4.10 WATER RESOURCES

Surface Water Resources: Surface water resources within areas likely to undergo development during the planning period are limited in scope. Potentially affected resources would include Cold Creek east and west of I-S, Old Mill Creek on the Roseburg property, the upper reaches of Big Springs Creek and irrigation ditches. Conservation Element policies discourage projects which would affect stream channel or associated riparian environments and require mitigation for losses of any resources which must be disturbed for "necessary" projects. Additional policies would promote the enhancement of degraded riparian environments.

*Significance of Effect: **Potentially significant***

Mitigation: The identified environmental effects would be mitigated by the following General Plan policies:

Policy RC-8.1 Support the maintenance or enhancement of habitat values in and along stream channel areas and provision of public access to and along these channels pursuant to the provisions of the Subdivision Map Act.

Policy RC-8.2 Prohibit development which would substantially encroach on, alter, or destroy perennial stream channel or riparian areas. Require setbacks from streams, consistent with Department of Fish and Game requirements, but in no case less than 50 feet; require mitigation of stream value losses where a necessary project would affect these values.

Policy RC-8.3 Avoid new water diversions which would substantially reduce existing flows or which would adversely affect stream resources.

to the extent that the Department of Fish and Games was asking for when the site was annexed to the City.

At that time on Feb. 27, 1986, Mr. Jack Parnell (DFG) wrote to LAFCO regarding the annexation of this site they were reviewing with a only negative declaration instead of an EIR. He wrote,

"We have reviewed the Initial Study and would not object to processing the annexation with a Negative Declaration provided the documentation addresses the following concerns and commits to the implementation of specific measures needed to assure that future developments will in no way degrade the quality nor quantity of water in Big Springs and Big Springs Creek."

Even relatively minor changes in water quality could be devastating to our hatchery operations. Therefore, the Negative Declaration must identify the potential sources of adverse impacts to the stream which may arise from development of the annexed area and describe protective measures such as the collection of all storm drainage from the annexed area within the Big Springs drainage and its diversion to another stream system.

In addition, the Negative Declaration should include a provision that development permits issued by the City shall contain a condition that each development shall comply with and implement the identified water quality protective measures." (emphasis added)

In a letter dated Jan. 4, 1979 to the County from Mr. Naylor of the DFG regarding the Springhill Tract, he was concerned about the design of the retention basins to insure that they would work to protect Big Springs Creek. This concern logically extended other lands within this watershed. The City was later required within the Springhill Tract to create retention basins to fully contain storm runoff (25 year recurrence storms), but it is now not placing such requirements within this General Plan.

The DFG specifically was aware at that time that the northern extension of the City could cause the "same problems associated with development, such as removal of vegetation, siltation, pollution, and increased runoff (which) will occur as development within the drainage (area) increases." Mr. Naylor continued by stating that "We anticipate continued problems with the Mt. Shasta Hatchery water supply unless mitigation measures are incorporated with each new development".

The Mt. Shasta Fish Hatchery has been threatened in the past by development practices in the Big Springs watershed. Development of housing on Ski Village Drive had to be halted when excessive spring runoffs created severe problems for the hatchery. Sousa Ready Mix also created siltation damage with site modifications. Other examples in the last decades have killed from 75,000 to 100,000 trout fingerlings at the hatchery because of unrestricted runoff from development.

It should be noted very strongly at this point that the annexation of this Springhill property to the city was allowed without objection by the DFG with a negative declaration in 1986 only if mitigations were added to such lands. Annexation allowed increased project densities of developments which the DFG had warned about as endangering the creek. The City failed to implement these measures however. Now there is this General Plan without sufficient protective measures for the water quality of this creek. To this point, no acknowledgement of the potential significant environmental impact of this problem has come from the planning commission or staff. Doesn't the staff have a file of past mitigations that they can refer to?

What is even more amazing is that because the City has annexed this land to the City without an EIR, and with a General Plan at that time which failed to show the volcanic hazards to this property, that no public environmental review has occurred of these hazards. Curiously at this time, the draft General Plan also fails to reference these hazards which were part of the City's 1973 General Plan and were well known in earlier years. To an outside observer, this might look like a purposeful attempt to cover up some damning evidence which could affect the real estate value of this land. To put this issue to rest in correcting it now, this information must be again added to this General Plan.

This General Plan must contain adequate protective measures if it intends to recommend development in these northern Springhill lands. Currently these are inadequate. Implementation measure OC-2.1(a) has no retention basin requirement or storm water diversion requirement and no certainty this grading ordinance will ever be adopted. How can the public monitor such a hard-to-pin-down mitigation?

B. MANAGED PRODUCTION OF RESOURCES

46

Comment: PLAN INADEQUATELY DESCRIBES AGRICULTURAL VALUE OF AREA

Earlier drafts of this General Plan had lengthy descriptions of the agricultural history and present potential of this area. The current version, by condensing 2.5 pages of that information in the PEDB into two short paragraphs (p. 94) fails to adequately disclose the significant impacts that this Plan may create. Unless previous information is included in this current draft, its value is lost for future planning purposes. Furthermore, it is not consistent with previously disclosed impacts to agriculture, as well as undisclosed impacts, to hide them now as a way to justify so few mitigations.

47

Comment: PLAN FAILS TO ADEQUATELY ACCESS ENVIRONMENTAL IMPACTS TO AGRICULTURE AND IS INCONSISTENT.

The DGP admits in EIR Section 12 that the effect upon agricultural uses of development would be "*significant and not (fully?) mitigated*", and the DGP does provide several mitigations (IM-OC 4.1(b) and IM-OC 4.2(a)). However, the Summary Table XXII (p.151) on Natural Resources inconsistently predicts that the impact of this Plan would be **insignificant**, apparently relying upon the unsubstantiated claim that the proposed "*system conserves the resources for productive and beneficial use*", and the Plan is the "*environmentally superior alternative*". THIS IS INCONSISTENT.

These protective policies or "system" are apparently the mitigation(s) which makes the proposed plan superior to the existing "No project" alternative, which "*provides no mitigation on this issue*".

The DGP fails to explain what the significant impacts are, why they aren't mitigated, why the Plan is superior to the existing General Plan.

48

Comment: SUMMARY COMPARISON, NATURAL RESOURCES, IS INCONSISTENT

It is inconsistent to claim on page 151 on one hand that the proposed Plan is the "environmentally superior alternative" for effect upon natural resource significant impacts, and on the other hand to claim that the "lower density alternative" isn't. It is inconsistent to claim that the "lower density alternative" provides no mitigations on this issue while the preferred Plan does, when nowhere in the alternatives discussion is a difference identified between these two. This discussion is clearly inadequate for CEQA §15126 requirements. It is obvious that the City has made up it's mind, and without substantiation that it's choice is the "environmentally superior alternative" is simply adding words without meaning to bolster that superficial impression.

49

Comment: PLAN INADEQUATELY PROTECTS AGRICULTURAL USES

With the goal of conserving lands for agricultural purposes, and Policies-OC 4.1 and 4.2 to allow agricultural lands to remain available for agricultural and rural uses and protect their viability, this DGP fails to adequately mitigate impacts of urbanization upon such agricultural uses. Density control, Williamson Act, and "right-to-farm" provisions will not reduce the impacts to these agricultural to a level of insignificance. But for that matter, this DGP fails to adequately address this issue.

These comments are relevant because the planning area mostly outside the existing City limits does include locally significant agricultural uses.

The EIR Section 12 states that the effect to agricultural uses will be significant and is not mitigated. The policies are not effective at separating conflicting land uses, but they could be, as are adopted elsewhere. Setback lines, fences, native vegetation, physical barriers, clustering requirements,

and other regulatory and landscaping techniques intended to ensure that urban-oriented uses and agricultural uses do not adversely impact one another could be implemented if the City were serious about CEQA compliance.

50

The EIR Section 12 mischaracterizes local agricultural uses as "*tending to involve the use of heavy equipment, circulation with heavy trucks, and a potential to generate substantial noise impacts*". This generalization is not relevant to those lands in this Planning area, but rather appears taken from some textbook from another community. Our uses are not noisy, dusty and incapable of being buffered. This community was once called "Berryvale" or "Strawberry Valley" for good reason. We don't have much agricultural use locally, but it often consists of small grazing pastures for horses and cows, orchards, and small gardens. We also have relatively clean air and pure water which would be ideal for the smaller organic farm produce and herb gardens that are popular suppliers throughout the west coast. All that is necessary is appropriate, reasonable and feasible implementation measures for such buffering such as those underlined above.

The EIR Section 12 claims the DGP provides "*a series of policies and implementing programs that are designed to place an emphasis on managed resource production*". As to agricultural use, the DGP only has two "mitigations" which don't serve effectively to buffer such conflicting uses. The City recently faced just this issue of placing high density residential uses in a pasture adjacent to an agriculturally used pasture; City officials discussed but didn't adequately buffer these uses... with the result that the pre-existing grazing land use could be soon threatened with complaints from residential users who's patios are within a few feet of the agricultural pasture.

51

CEQA requires the City to not approve this DGP as proposed if there are feasible alternatives or mitigations available which would substantially lessen the significant environmental effects which are identified. One cannot argue that these buffering mitigations proposed above are "economically, socially or otherwise infeasible" so as to justify a statement of overriding considerations. They are simple, inexpensive and reasonable conditions to impose upon urbanizations projects attempting to encroach upon agricultural uses.'

52

Comment: FAILURE TO PROTECT AGRICULTURE IS INTERNALLY INCONSISTENT

The DGP is impermissibly "internally inconsistent". The failure to adequately mitigate such urban/agricultural conflicts is inconsistent with the OBJECTIVES ("Mission Statement") of this General Plan. Since the stated Objective includes both providing "economic growth" and "protecting property rights", then the Plan must recognize the commercial value of small

agricultural operations equally with other forms of employment. Locally grown produce and berries are sold in most of the local stores. If the agricultural property rights are not protected by adequate mitigations, then the DGP isn't consistent with even it's own Objectives.

53

Comment: ADD THESE URBAN/AGRICULTURAL BUFFERING MITIGATIONS:

Mitigations to be considered should include:

- 1). *Establish a policy that all development in designated urban/rural interface areas contain a specified setback (100-200') called a "buffer zone". Within the buffer zone, buffering improvements such as permanent open space, landscaping, fencing, or other design schemes should be required. The buffering requirements can be eliminated or modified if there are significant topographical differences, substantial vegetation, or existing physical barriers between urban and rural areas.*
- 2). *Require that the Planning Commission review buffering schemes for land adjacent to commercially used agricultural land. Where major buffering setbacks is not feasible, then compensatory buffering should be required.*
- 3). *Require that subdivision developments on the urban fringe or adjacent to commercial agricultural lands be constructed in either a cluster form of development so as to place the dwellings as far as possible from the agricultural land, or with a maximum of permanently dedicated open space to serve as a buffer.*
- 4). *Whenever possible, draw urban-rural lines at locations where permanent physical or natural barriers already exist, such as roadways, the freeway, railroad tracks, or creeks.*
- 5). *Develop a performance standard that requires all residential building sites in a subdivision to be adequately insulated from direct contact with potential nuisances from farming activities. The developer should be free to comply by (a) choosing a suitable location, (b) providing buffer-type landscaping, (c) obtaining agreements from neighboring farmers to refrain from certain practices or (d) employing other appropriate means acceptable to the community.*
- 6). *Amend the zoning ordinance to initiate these buffering techniques.*

54

Comment: BUFFERING IS FEASIBLE

Medford, Oregon (75 miles north) requires developers to prepare an Agricultural Impact Assessment Report to accompany tentative map submittals; such evaluation could be implemented locally also quite feasibly. Considering that most local agricultural uses that are left are within other zones of volcanic mudflow hazard or on wetlands, it isn't often that

conflicting urban development will have to employ such buffering, so the cost to the community for such extra requirements will be low, yet the benefits will be numerous in protecting agricultural lands, both existing and those suitable for future small farm use.

55

Comment: PLAN FARMLAND MAP IS UNREADABLE

The previous Draft General Plan had a map showing Farmlands, (Figure 6-4) which was reasonably clear and readable. The current DGP has apparently a xeroxed version of that previous map, but the current Map is poorly reproduced and unclear as to be nearly worthless. As such, it does not meet state requirements about public disclosure. To correct it, the original map should be again used. Additionally, the plain English use of the word to label this map: "Farmlands" is preferable and more clear than "Important Managed Resource Lands" used in the current draft; please revert to "Farmlands" unless this map is expanded to show Mineral Resources (like the gravel pit) and Timberlands too. The patterns should also be explained.

C. PARKS AND RECREATION

56

Comment: INCONSISTENT DISCUSSION: SCENIC VIEWS OF EXPOSED HILLSIDES

The only mention of visually exposed hillsides occurs in this section on page 97 and in Map Figure "L" on page 101. However, no narrative links the two, nor shows why the "Exposed Hillsides" are even identified on this Map. If such Scenic Views are important as this map would imply, why does the DGP not provide means to protect them? If the narrative on page 97 identifies these scenic features to be of substance (i.e. "significant"), why are no mitigations against developmental impacts proposed?

The Jan.'92 EIR on page 96 describes that steep slopes would be limited primarily to low density rural residential uses, with roadways on gentle slopes with little visual grading to keep the environmental effect insignificant. This current DGP however fails to provide mitigations or restrictions to prevent significant damage to these community-wide valued and visible hillsides.

57

Comment: PLAN INADEQUATELY PROTECTS SCENIC VIEWS OF SPRING HILL & OTHER VISIBLE HILLSIDES.

The Jan.'92 EIR on page 96 also describes that development of Spring Hill may significantly impacted due to grading and topographic changes. These types of topographical and aesthetic impacts apparently also relate to Black Butte and Quail Hill, even though they are not identified as being

potentially impacted earlier, since they are both also included in the mitigating policies which follow. The Jan.'92 EIR proposed three mitigations for these impacts:

- a). OS-2.9 *Adopting a Hillside Development Ordinance*
- b). RC-21.4 *Prohibiting unsightly development on Black Butte, Spring Hill, or Quail Hill hillsides which are exposed to principal transportation corridors and visitor accommodations*
- c). RC-22.3 *Encouraging the retention of other natural site features in development design, including natural slopes, rock outcrops and distinctive vegetation communities*

This Jan.'92 EIR essentially declared that only after the adoption of these three mitigations was the significance of the environmental impact reduced to less than significant.

THEREFORE, the current DGP with similar land use potential on these same hillsides, but no mitigations as before proposed, fails to meet CEQA requirements.

58

Comment: PLAN INCONSISTENT BETWEEN MAPPING AND SCENIC DISCUSSION

The Land Use Element map shows Spring Hill as open space, yet the City has testified that mistakes were made in the mapping of Spring Hill, with development being an intended use of portions of this scenic hillside. Until the maps are corrected and recirculated for public comment, accurate discussion is impossible. However, the acknowledgment that development is intended by the City of portions of this scenic hillside, without protective mitigations as above described, is inconsistent with protecting significant environmental resources.

59

Comment: PLAN FAILS TO ADEQUATELY PROVIDE FOR PARKS IN THE EXISTING COMMUNITY.

This DGP altogether fails to provide for open space for parks and recreation within this community. As such, it is inconsistent with strongly expressed public desire evidenced in the General Plan Community Survey. There however in this version of the DGP is no Open Space Plan with provisions for any new Neighborhood or Community parks in town. This Plan is defective accordingly.

The previous version of the General Plan stated requirements it had to meet:

"5.5 acres of miniparks needed in planning period".

16.5 acres of neighborhood parks.

To meet these needs the previous Plan at least had planned for:

- one Neighborhood park at Roseberg site
- 2 downtown miniparks
- future miniparks in neighborhoods

Site locations for planned future parks should be shown on an Open Space & Recreation Plan map as it had in the earlier draft, Figure 7-1.

It is not adequate to falsely claim that the City cannot afford to acquire open space, and thus to conclude that such acquisition isn't necessary for policies or mitigations. There are other ways to plan for such facilities and open space for a town that may double in population size during the planning period.

WE NEED A POLICY WITH MITIGATIONS TO MEET THESE OBJECTIVES IF THEY GET NEGLECTED IN DEVELOPMENT PROPOSALS OVER NEXT 20 YEARS.

(See the mitigations proposed in the Jan. 1992 EIR for elimination of this significant environmental impact. p. 93 ---)

D. PUBLIC HEALTH AND SAFETY

60

Comment: PLAN INCONSISTENT BETWEEN O/S AND SAFETY ELEMENTS

The Open Space and Conservation Element fails to adequately provide for public health and safety regarding "areas that require special management or regulation because of hazardous or special conditions...". (such as Volcanic mudflows). Therefore, the Open Space and Conservation Element is inconsistent with the Safety Element.

61

Comment: PLAN FAILS TO PROTECT AGAINST FORESEEABLE HAZARDS

The Plan is falsely claiming it cannot downzone property for health and safety reasons because of the Lucas decision. For example, low lying lands to the west and north of the City acknowledged to be at risk from volcanic mud flow hazards are not being protectively designated as should be required to protect against loss of human life and property. To the contrary, this Lucas decision quite clearly stated that only when "ALL economically viable use of a property is taken by the government, by must compensation be awarded the landowner". The continuing of existing agricultural uses would not require the City to compensate those specific landowners.

SEISMIC RISK:

62

Comment: PLAN IS INCONSISTENT ABOUT SEISMIC HAZARDS

Text on p. 105 characterizes seismic hazards as being of low risk so that Open Space is not needed to be set aside from developmental urbanization.

However, on page 112 the DGP states that potential hazards induced by seismic activity include ground shaking, volcanic hazards, and liquefaction. Furthermore, soils such as are found in the wetland valley west of the freeway are characterized as having potential risks of liquefaction. With a potentially moderate seismic risk existing in this area, a project located on filled wetland soils could experience shaking far greater than structures built upon more stable ground. Seismic risks are amplified on unstable subsoils. Some of these soils in the wetland areas have been tested as comprising over 37 feet deep of what is little more than peat moss and silt; such soils are extremely reverberant, even when filled with three feet of compacted fill as often is done locally. Under these conditions, amplified shaking on soils that act like "jello" and differential settlement associated with liquefaction are possible to be extremely destructive to buildings and dangerous to human occupants.

The EIR/DGP even identifies unstable sites such as the Sisson Elementary School site (among others) which have soils which are could cause substantial risk from seismic activity. The characterization of low seismic risk existing locally in light of discussion of considerable risk in other parts of the text and at previous states in this General Plan process is internally inconsistent in violation of CEQA.

63

Comment: EARLIER PLAN IDENTIFIED SEISMIC RISK BUT NO LONGER PROPOSES MITIGATION

The Jan.'92 EIR (p.98) goes further and identifies such significance of seismic risk, even proposing a mitigation for saturated soils subject to liquefaction. (Policy SF-2.1) For the current DGP not to include similar mitigation for this identified significant environmental impact risk of seismic danger is in violation of CEQA. These risks should also be given full CEQA complying comparative analysis in the alternative section of the EIR. Currently no mention exists in the DGP or EIR of such significant risks.

64

Comment: PLAN FAILS TO MAP SUCH SEISMICALLY VULNERABLE AREAS

The DGP contains no maps which identify the seismically sensitive soils which should be avoided for development. These soils are often the same as the wetland soil map shows, but the omission of such maps might mislead the public into thinking that a given site has fewer environmental constraints or risks than are possible to now be mapped.

Once such a map is prepared, the Land Use map will be seen to be inconsistent with such seismic hazards on sites such as CDMS owns west of the freeway and which is presently and designated for commercial development which is inconsistent with safety considerations. Such a site should be designated for Resource Production, and not Commercial uses,

exposing few people to danger, allowing continuing economic value so as not to effect a taking, and also avoiding volcanic mudflow hazards and wetland impacts.

PubResCode § 2695(a) requires that such mapping of seismic hazard zones be done and to reduce or mitigate those hazards to public health and safety. The City should contact the State Mining and Geology Board for additional details. PubResCode § 3722, 3723, and 3724 also discuss such mapping and criteria for seismically appropriate development and growth. This DGP is the place to provide this required mapping, and since it current doesn't have it, is insufficient.

65

Comment: PLAN FAILS TO INCLUDE AN ALTERNATIVE WHICH AVOIDS SEISMICALLY UNSTABLE VALLEY SOILS

Public Comment previously revealed a public desire for General Plan growth Alternative which would keep development off the saturated and unstable soils, in the volcanic mudflow hazard zone of the valley floor. This DGP doesn't include such a reasonable, feasible Alternative which could accomplish the Plan's objectives with lower environmental risks. Asking for such an Alternative is not excessive in light of how few other alternatives were "studied". As such, this DGP fails to abide by CEQA requirements on alternatives to the proposed project.

SLOPE INSTABILITY RISK:

66

Comment: PLAN FAILS TO ADEQUATELY PROTECT UNSTABLE STEEP SLOPES

Steeper slopes such as Quail Hill are identified in the DGP as potentially subject to slope instability. The Jan.'92 EIR (p.98) also identified steeper slopes as having "potentially significant" impacts of slope instability for which mitigation SF-2.1 was provided. Additionally, the Jan.'92 EIR on page 100 identified significant risks, and proposed three mitigations. The current DGP (p.116-7) also proposes mitigations SF-2.1(a-d), yet these new mitigations neither fix the problem adequately nor rise to the professional level that the earlier mitigations proposed in the January, 1992 EIR did.

If a DGP's goal (SF-2) is to protect against seismic hazards by avoiding development of steep slopes, then reducing the density to 1 unit / 10 acres (Implementation measure SF-2.1(a)) fails to accomplish that; a homeowner with a large parcel might choose just that steep slope on Quail Hill, for example, for the greater view it offers above surrounding vegetation.

Implementation measure (SF-2.1(b)) doesn't mitigate the problem either; it defers solving this problem until some future time when the land

development code might be amended for slopes greater than 30%, but it doesn't "avoid development on steep slopes".

Implementation measure (SF-2.1(c)) seems to contradict the policy of "avoiding development on steep slopes" by creating an unenforceable design requirement for development of these steep slopes.

Implementation measure (SF-2.1(d)) also doesn't fulfill the policy of "avoiding development on steep slopes" by encouraging density transfer.... it might have the opposite effect if a developer transfers his building density to the steep slopes for the motivation of view enhancement from residential or commercial units, while saving the less steep "open space" created by density transfer for play areas and parking lots which couldn't be put on the steep slopes.

If this DGP is to avoid developing steep slopes as a way to increase safety, then simply provide a direct mitigation to that effect. It isn't difficult to do. The City could also expand upon that intention by returning to the mitigation SF-2.1 in the Jan.'92 EIR.

The current DGP/EIR's mitigations however fail to reduce the identified significant environmental impact of steep slope instability to a level of insignificance. The mitigations must be improved, for feasible ones are easy to create. The Alternatives analysis should also evaluate this impact.

SUBSIDENCE RISK:

67

Comment: PLAN IDENTIFIES WETLAND PEAT SOILS AS POTENTIALLY SUBJECT TO SUBSIDENCE. YET PROVIDES NO MITIGATION

On page 112 the DGP states that wetland peat soils are potentially subject to "subsidence" (sinking or settling). Such sinking of structures could result in gradual damage to water, sewer, or underground electric or gas lines.

The Jan.'92 EIR on page 100 identified that *"Portions of the Planning Area are subject to soil limitations due to high groundwater and/or the presence of wetlands. Other soils have been extensively disturbed, filled, or altered such that inadequate or unpredictable foundation conditions are present. Construction in constrained soils would involve the potential for damage to buildings or other improvements on these soils."* That draft Jan.'92 EIR identified the risk as being potentially significant, and provided a mitigation of requiring soil engineering for such sites.

The current DGP/EIR however has no mitigations for potentially significant subsidence, and thus fails to meet CEQA requirements for such identified significant effects.

SOIL EROSION RISK

Comment: PLAN FAILS TO EVEN IDENTIFY THE RISK OF SOIL EROSION

Nowhere in the Safety Element or the Open Space Element is any discussion of the danger of not preventing soil erosion. Steep slopes can have erosion damage that undermines building foundations and roadways. Soil erosion even on flatter lands can create deep gullies, can create siltation in nearby creeks damaging to fisheries, and can remove topsoil needed for vegetation. The failure of the DGP to include such discussion is a violation of CEQA about significant effects of the this General Plan .

Curiously however, the DGP does provide a policy (SF-2.1) to "*avoid development in areas of steep slope and high erosion potential*". If the problem doesn't exist, then why add this Policy with its Implementation measures?

The earlier Jan.'92 EIR however on page 100 wasn't so delinquent. It identified soil erosion as being potentially significant and proposed requiring engineering for projects with wetlands. Furthermore, on steep slopes the impact was identified as "significant", and on page 101 the EIR proposed three mitigations (RC-6.1, RC-6.2, and RC-6.3).

Clearly, the current DGP is legally inadequate for failing to even discuss or identify the significant environmental impacts of soil erosion on steep slopes, or in saturated wetland soils subject to higher erosion forces.

Additionally, the City should adopt it's earlier Jan.'92 EIR mitigations which appear to be potentially effective and are better than are currently offered.

AIR QUALITY

Comment: PLAN FAILS TO CONSIDER AIR QUALITY DETERIORATION DUE TO FORESEEABLE DEVELOPMENT OF THE MT. SHASTA SKI AREA

The most likely noticable secondary impacts from foreseeable development of the Mt. Shasta Ski Area (MSSA) would be weekend peak hour traffic congestion in the City of Mt. Shasta. This is because access to the proposed ski resort is through the center of town, from the central freeway exit heading uphill on Lake Street. While the traffic on an average may be lower on the Interstate in the winter (by 30% perhaps), the traffic in town on Lake Street on these skiing weekends as vehicles exit the freeway will exceed anything seen in the summer months. Traffic so dense at these times of early morning arrival has been projected at times that concern has been voiced that when a train blocks Lake Street, there will not be enough roadway available for cars to even exit the freeway. These early hours are particularly bad when thermal inversions occur.

The mixing depth (the height available for dispersion of air borne pollutants emitted near the land surface) is limited in the City of Mt. Shasta

by the occurrence of temperature inversions. A temperature inversion is a layer of air in which the temperature increases with height. The inversion traps locally generated emissions from wood stoves or car exhaust at night and during the early morning hours. These already occur to unsatisfactory levels because of increasing reliance on woodstoves to heat homes. The gases trapped by these inversions represents the greatest threat to air quality in the City of Mt. Shasta.

The "Social and Economic Impact Study" prepared by ERA for MSSA identified this issue of traffic problems with the related air pollution issues. It claimed (on page IX-6):

"Traffic congestion may be anticipated at the main intersections during the peak arrival and departure times for skiers. Most permanent residents could adapt their lifestyles to avoid these inconveniences, so it is not believed that this would be an insurmountable impact on any of the groups."

While residents could avoid traveling during these peak hours if they so chose, they could not avoid breathing when they live near these intersections.

The secondary, indirect impacts of MSSA cumulative impacts are related to growth, particularly associated with the increase in traffic and wood burning stoves. Increased vehicle traffic will introduce additional emissions for carbon monoxide, nitrous oxides, sulphur dioxide, total suspended particulates, and reactive organic gases into the atmosphere. The increase in residential fireplaces and wood burning stoves will introduce additional total suspended particulates associated with smoke emissions.

This EIR and General Plan need to consider such impacts, for as proposed without adequate mitigations, secondary effects of growth associated with skiing will cause such Significant Environmental Effects on the City. The current DGP is inadequate with no discussion of such impacts.

70

Comment: PLAN INADEQUATELY CONSIDERS WOODSTOVE AIR IMPACTS

With increased recreational skiing, there certainly will need to be places for these visitors to stay overnight. Such housing, condos, chalets, motels, etc. will without doubt be constructed to meet the need.

Furthermore, assuming that just because the EPA has established new woodstove standards and the APCD will monitor this area, the air will be clean or "impacts will be sufficiently mitigated" is false. The EPA's record on mandated air quality standards has been dismal. There is no guarantee that they or other standards will be locally implemented. Adding more woodstoves - perhaps even cleaner ones - to the existing number doesn't logically imply that the air quality problem will not be significant.

The APCD has a recent history of having fired the last two air quality supervision personnel for attempting to follow state standards as to air quality.

The City is not let off the hook according to CEQA to defer to these questionably effective agencies for their enforcement of these mitigations. How would the mitigation monitoring requirements be met by local efforts if state or federal agencies failed to do their job?

There are times in the winter when the winds are absent, and inversion layers trap wood smoke producing unacceptable levels of air quality. Adding to this would be effects of induced housing development. Recreational community populations are likely to prefer wood heat because of nostalgia and inexpensive installation tolerable for part-time recreational use.

Most importantly, any pollution in a mountainous, rural area is particularly noticeable and unacceptable to visitors because they cannot excuse poor air quality on urban tradeoffs. It stands out like a sore thumb as incongruous. Therefore, the EIR fails to examine the obviously foreseeable recreational housing's impacts upon air quality, and fails in its mitigations to solve these problems.

Here are the mitigations the City previously suggested after having identified the potentially Significant Environmental Effect of air pollution from wood stoves in its Jan.'92 EIR :

Wood Stove Emissions: Woodstove emissions have emerged as an air quality management problem in high-elevation enclosed valley air basins prone to air stagnation. Woodstoves operate during cold periods when temperature inversions are more frequent and can lead to high concentrations of CO, particulate matter (PM) and organic gases, including polycyclic aromatic compounds known to include carcinogenic substances.

New residential development will likely result in the installation and use of new woodstoves. Based on existing woodstove use, it can be assumed that at least 60% of new single family residences would install and consistently use woodstoves and that about 30% of new multi-family residences would have woodstoves.

Development over the planning period would increase in the number of woodstoves; however, the magnitude of potential emission increases is difficult to define. Contacts with the CARB indicate no basis for predicting woodstove pollution, and monitoring of the involved pollutants has not been done in the Mt. Shasta area for many years--due to past low pollutant levels.

The Yreka area, with a higher population and more stable

atmospheric conditions, is useful in attempting to define future worst case conditions in Mt. Shasta. Yreka data indicate that the State PM10 standard is exceeded only occasionally during winter inversions. No recent data on CO or organic gases is available, although sampling in the 1970's indicated these levels to be so low as to not warrant further sampling.

The State of Oregon, and other governments, have concerns with woodstoves and have taken action. Oregon has adopted specific emission standards for woodstoves, requiring new woodstove installations be of certified stoves only. The U.S. Environmental Protection Agency (EPA) adopted 1987 regulations imposing similar emission standards on woodstove sales nationwide. After July 1, 1989, no stoves may be sold which do not meet these standards. Standards will become more stringent, exceeding Oregon's, in 1991.

Certified stoves offer significant reductions in woodstove emissions over the variety of woodburning appliances in use today. The EPA, and locally the APCD, expect that after a 10 to 20 year replacement period overall reductions in total woodstove emissions can be expected. Some certified stoves (e.g. equipped with catalytic converters) may reduce pollution over inefficient stoves by as much as 90%.

Due to lack of monitoring data and an adequate analysis model, the analysis is inconclusive. Although future reductions in woodstove emissions are expected, the potential for significant effects are considered a possibility in the short-term.

Significance of Effect: Potentially significant

Mitigation: The identified environmental effects would be mitigated by the following General Plan Policies:

Policy RC-7.4 Request that the Siskiyou County APCD and California Air Resources Board establish new air quality baseline data for the Mt. Shasta area, especially for winter inversion periods and for wood stove-related pollutants.

Policy RC-7.5 If new baseline data collection indicates unhealthful conditions are present or could be generated by additional development then consider options for additional controls on wood stove installation or use, as follows:

- 1. Prohibit or discourage installation of wood stoves in multi-family or recreational housing units.*

2. *Require by ordinance that all new wood stove installations meet current EPA standards.*

3. *Implement voluntary no-burn days.*

Significance of Effect After Adoption of Mitigation: Not significant.

VI. Safety Element

A.

B.

70

C. GEOLOGIC HAZARDS

Comment: PLAN IS INCONSISTENT TO LOCATE DEVELOPMENT IN HAZARD ZONE

It is internally inconsistent for the Plan's Volcanic Hazard Appendix to "discourage building in the most hazardous low lying areas having the highest potential to experience volcanic flows" while the Land Use Element designates some of these same areas for intense commercial, residential and industrial future development. Similarly, such inconsistency exists with the Safety Element's mitigation SF-3.2(a).

To correct this, the Land Use map should have Community Residential and General Residential designations removed from those areas which are currently vacant, have some agricultural potential to eliminate the burden of a "taking", and are in the mudflow risk zone indicated in the DGP Figure "O".

71

Comment: PLAN VOLCANIC RISK MAP "FIGURE O" IS INADEQUATE

On page 115, the map is clearly insufficient. The base map is over 30 years outdated, not even showing Interstate Freeway I-5 cutting through the middle of the planning area, and not showing lake Siskiyou. The cross hatched area on the map is not identified as to why it is even shown, and the coarse lines tend to obscure the base map below. The roads are so poorly differentiated from the topographical lines as to be unreadable. The direction of potential volcanic flow is also not indicated, nor is the Mt. Shasta volcano even indicated. Without these references, the use of this map is excessively restricted. This mapping fails to meet CEQA requirements as to adequate disclosure of significant environmental impacts.

72

Comment: PLAN FAILS TO PROVIDE ADEQUATE VOLCANIC RISK MITIGATIONS

In EIR Section 15, (p.118) the City incorrectly claims "*that the impacts of volcanic hazards cannot be mitigated*". Some of those more predictable risks can be mitigated by avoiding development in low lying areas having the highest potential to experience volcanic flows, as stated in the Appendix.

The EIR is disingenuous to state "*While it is conceivable that this impact could be avoided.....*", while at the same time offering mitigation measure SF-3.2(a) which must represent a realistic expectation of lowering a risk or it wouldn't be included. The City cannot weasel out of the obvious responsibility it has to properly plan for such risk by both acknowledging mitigations while simultaneously describing such measures to be speculative.

Volcanic risk mitigations which are provided — SF-3.1(a,b,c) and SF-3.2(a,b) — simply are insufficient. Project proponents and planning commissioners are given no direction to avoid approving dense apartment buildings or shopping centers directly in the path of potential mudflows, for example.

It is no more permissible to locate a housing development in what is identified as a mudflow hazard zone than to locate it in a 100 year flood plain.

Mitigations for lower density use in hazard zones to avoid endangering lives and property must be applied to other than just City owned properties, not-with-standing the recent Lucas decision on "takings".

73

Comment: PLAN INCREASES MUDFLOW RISK TO SAFER UPLAND SITES

Similar impacts to adjacent, higher properties and structures also occur in some types of mudflow events as do in flooding events. Some mudflows are very liquid and move similarly to flood waters, though they are more dense. When development is planned in a mudflow hazard zone, with typical filling of wetland soils to raise the structures, the filling displaces the natural mudflow channel. This could cause future mudflows to instead be diverted or spread farther out of it's channelized path. Structures currently located on higher grounds would potentially be put in some greater risk from such filling associated with new development.

This DGP should discuss and mitigate the potentially significant impacts associated with such heightened risks created by it's designation of low-lying land for intense urban development.

74

Comment: PLAN FAILS TO IDENTIFY EVACUATION ROUTES

Gov. C. 65302(g) requires the Safety Element to address evacuation routes. This DGP fails to do that adequately. *"The safety element shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items related to identified fire and geologic hazards."* The state requires "identification and appraisal of evacuation routes as they relate to identified fire and geological hazards."

We know the the risks of volcanic hazard are significant, since the DGP and the earlier Jan.'92 EIR state that. On the DGP's p. 123-4 the topic of evacuation routes is mentioned, yet the scarce discussion isn't meaningful for planning purposes. Furthermore, the mitigations are inadequate since they rely upon the County to do the City's work for it. Now is the time that the General Plan is being done; now is the time to provide this information that is critical in the design of subdivisions, commercial development, and growth in general for which this Plan is supposed to be a guide for 20 years.

For example, if there someday is a major mudflow event, which way do people evacuate? South on I-5 where they could be buried in the Sacramento Canyon if flows were heavy enough? North where they might be trapped on the freeway shortly out of town? Why isn't this information included?

Such inadequate mitigation is merely buck passing, when the City has had over 4 years to provide this information. CEQA and other state law requires more than this. The Jan.'92 EIR provided better mitigations, Policy SF-3.1 and 3.2, even though they were also inadequate. Why is this draft version worse than before?

75

Comment: PLAN USES FALSE FREQUENCY OF VOLCANIC ERUPTION ASSUMPTION

The General Plan incorrectly misuses outdated 1980 information when more recent studies are available on volcanic hazards. It accordingly underestimates the frequency of volcanic activity. If one thinks that this volcano only erupts once every 600 years, then perhaps there isn't much problem within the planning period of 20 years considering that it last erupted about 200 years ago. However if the General Plan was to have referenced the more recent data from the USGS labeled "Volcanic Hazards at Mt. Shasta" published in 1987, greater importance on avoiding hazardous locations would be accorded.

76**D. FIRE HAZARDS****Comment:** PLAN FAILS TO ADEQUATELY PROTECT AGAINST FIRE HAZARDS

The DGP is required to address "peakload water supply requirements" by state law. (GovC 65302) During major wildfires, we need to know how much water might be demanded at one time by firefighters, for example. Oakland experienced water mains going dry because too much demand was required at one time. For planning purposes, we need to insure that we properly consider safely providing such fire protection for the existing and proposed residents. Our DGP discusses ever so briefly some water related figures, but fails however to provide this peakload water supply requirement.

Furthermore, the Mitigations also fail to provide any relief from this increased wildfire danger created by potentially inadequate water supplies. The Jan.'92 EIR identified the effect as potentially significant, so it is required that the City provide adequate mitigations for such an impact.

E. Hazardous Materials**77****Comment:** PLAN IS INADEQUATE & INCONSISTENT ABOUT HAZARDOUS MATERIALS

The DGP/EIR is inadequate in its discussion and mitigation of significant environmental impacts due to storage and use and transportation of hazardous materials in this planning area. Mt. Shasta is unusual in this state because of it's isolation from major urban areas and typical sources of contamination and existing deterioration of environmental purity. As such, our tourists and local residents value this freedom from many hazardous sources as a vital component of this community. The failure to provide adequate mitigations is inconsistent even with objective in the Mission Statement of promoting economic growth; the Southern Pacific Spill to the south of here last year proved that our business economy can be harmed by inadequate hazardous protective measures. No mitigations are provided to discourage local use and storage.

It fails to describe whether this impact is significant, and fails to provide the mitigations once proposed in the Jan.'92 EIR listed below:

Hazardous Materials Use and Storage: Development of industrial and heavy commercial uses may involve the use and storage of hazardous materials. Improper handling, disposal or spills of these materials, could contribute to soil and groundwater contamination

Significance of Effect: Potentially significant

Mitigation: The identified environmental effects would

hazardous materials. Where such a use is desirable, require full disclosure of the nature of the materials and prepare and implement a plan for spill prevention and containment -- which will ensure that these materials do not contact surface or groundwater.

Policy SE-5.3 Existing hazardous materials facilities and their access shall be periodically reviewed by the Mt. Shasta Fire and Public Works Departments for safety purposes; safety hazards shall be reported to the Council for action.

Policy SF-S.4 All new facilities involving the use or storage of hazardous materials shall be subject to Use Permit review, with specific attention to general safety, spill or leakage prevention and transportation or other hazards.

Significance of Effect After Adoption of Mitigation: Not significant

Thus, without such mitigations, this DGP/EIR is inadequate for fulfillment of CEQA provisions and for protecting this community.

F. Evacuation

78

Comment: PLAN FAILS TO ADEQUATELY PLAN EVACUATION ROUTES
(See comment elsewhere about this subject)

VII. Noise Element ———

79

SUMMARY COMPARISON OF ALTERNATIVES

Comment: SUMMARY COMPARISON OF ALTERNATIVES INADEQUATE

In "Summary Comparison of Alternatives", there is no substantiation that the preferred alternative is the "environmentally superior alternative". Aren't the mitigations the same as either alternative #2 or #3? Wouldn't Alt. #2, with less growth, be even quieter and therefore the "environmentally superior alternative"? This conclusion of the EIR is baseless and a violation of CEQA.

Comment: EIR FAILS TO COMPARE PLAN TO EXISTING CITY

While the General Plan EIR does look briefly at a "no project" alternative of allowing growth over these 20 years under a somewhat fixed but still existing General Plan, it fails to consider how the General Plan would impact the local environment if no development were allowed. According to recent court cases, this General Plan EIR must compare the impacts of full build-out in the proposed General Plan upon the existing environment.

In the case of a General Plan EIR, the "no project" alternative is not synonymous with a "No-Development" Alternative. The "no project" alternative looks at continuing growth, but not under this proposed General Plan. However, this EIR must analyze the situation that exists now. This is required by law as well as because we have a reasonable option not to allow for growth should inability to improve local conditions like sewage problems mandate it.

For example, since 19% of the residents and 46% of the business preferred "no growth" in the survey, there is a sizable minority in the community that has indicated they would like this option at least studied if not implemented. The full and required social and fiscal impact analysis of this alternative would likely reveal many benefits including:

The town would continue to experience economic prosperity even though new housing subdivisions and commercial growth were not allowed. Replacement and repair of existing structures would still remain. Population pressures would continue as before, but would be directed instead to surrounding County lands and neighboring cities. In the county, the density would be lower so that the quality of life in this valley which many residents cherish would be better than with any other alternative. With it's south county hub location, Mt. Shasta would continue to experience economic gains with shoppers who live elsewhere still frequenting this central town. The aesthetics of the community would be preserved through maintenance of open spaces which now exist, and through upgrading existing businesses. Tourism would still increase, undaunted by urbanizing pressures clogging every current undeveloped parcel. The recreational business wouldn't be impacted, and might benefit.

Admittedly there would be pressure on surrounding lands which might have minor negative overall effects. A shopping center could be created at the south end on County land near the highway 89 interchange which could affect the downtown. (But this could be allowed anyway in other alternatives). Growth to the west is unlikely what with important agricultural and wetlands. Growth to the north wouldn't be allowed because Springhill is within City limits, and there isn't anything else until you nearly get to Weed. Residential county growth to the east would only be on larger parcels and would have less impact than if in the City. Other than some commercial development on Everitt Memorial Highway, not much else

adversely would happen regarding growth. While this isn't the preferred alternative of a majority of the people, it is a reasonable one which has the capacity to achieve many of the local goals, and it's required. It must be studied with detailed fiscal and social comparative analysis. Please add this alternative to your list to be done in a revised draft General Plan.

81

Comment: PLAN FAILS TO CONSIDER SOUTHEASTERLY EXPANSION ALTERNATIVE

The best alternative worthy of consideration reexamines the resource based constraints and hazardous areas to formulate direction where growth could occur with less significant impacts or risks. This alternative encourages expansion of the City limits only to the south and the east, and then only when the need become great enough.

In this alternative, the northerly lands just south of Springhill would be zoned for open space and low density uses because of the before-mentioned volcanic mudflow hazards. This also avoids the danger to the watershed of extensive northward development which could harm water quality to the Fish Hatchery, the only such facility in California which relies upon such a source of clean water.

This S. E. Alternative also avoids the wetland agricultural meadows to the west of town, maintaining their resource based values and their aesthetic value of this small rural town.

With the City just having been given 160 acres toward the southern end of town of former Roseburg land, it is fiscally more wise to plan for a growth alternative that maximizes the value to the City of this property. Thus, a south-focused alternative would elevate the financial and social value of this major land donation.

Additionally, our water sources and sewage disposal areas are to the east and south; providing utilities to expansion in these directions would be more cost effective.

With hopeful increase in winter skiing, we can at least count upon the existing Ski Park to expand and generate commercial/recreational housing trends toward the south and east of our City. We can't at this time predict what will happen with the MSSA proposal, but if it too is built, some limited growth to the east could be beneficial in some people's minds. In any case, this alternative has all the benefits of the current GP's growth direction, but without the hazards or losses.

The proposed General Plan designates much too much land for growth beyond that which is needed anyway. The GP's misleading numbers which attempt to show that only 3% growth is likely just aren't believable or are they supported. We have plenty of land even after excluding the northern and western lands for the growth that the public has indicated preference for. This alternative offers many sensible advantages that with

careful comparative analysis could become self-evident to the decision makers.

--- Housing Element

82

Comment: PLAN IS INCONSISTENT WITH HOUSING ELEMENT

The housing Element provides for a 25% density bonus for qualifying projects; this DGP however takes no such consideration into account. As such, impacts to wetlands for example, allegedly mitigate by density transfer, could be then increased to significant levels if this 25% density bonus were added back in. Such consistency, discussion and analysis is required but is currently lacking.

The DGP /EIR fails to quantify the available land for housing, and to correlate current Land Use Element designations with these requirements of the Housing Element; thus, this is inadequate and an inconsistency.

The Housing Element requires that changes in the General Plan take into account housing cost, yet that is not adequately done in this DGP revision.

83

COMMENT SUMMARY

Among the ways that this DGP is internally inconsistent between elements is it's failure to provide adequate mitigations in violation of Gov.C § 65003.5. Mitigations which show no reasonable prospect for success as written are unacceptable. As a court found in Concerned Citizens of Calaveras County v. Board of Supervisors (1985), *"to sanction such (an inadequate mitigation) would be to provide counties with an abracadabra... Indeed, all conflicts between the (General Plan) Elements – no matter how obvious, severe or dramatic – , could be made magically to disappear"*

Here are examples of such inadequate mitigations which rely upon future, unmonitorable programs which may or may not ever get done: LU-11.2(a) & (b) , LU12.2(a), LU16.1(a), CI-1.2(c) & (e), CI-8.1 (a&b), OC-10.1(b), SF-2.1(all), SF-5.1(all).

**Comment: PLAN IS INADEQUATE AND IN NEED OF PUBLIC
RECIRCULATION ONCE REVISED.**

The City, in light of the severe deficiencies in the DGP and it's EIR, must redo and recirculate the Plan for additional public comment. The City cannot simply revise it and approve it without additional public review. As stated in a court decision, "*Mountain Lion Coalition v. CDF (1989) 214 CA3d*", "it is not permissible to have a deficient analysis in a draft EIR to be later supplemented by the Final EIR."

CONCLUSION

In light of the foregoing comments and the appendix comments and documentation which follows, it is evident that the City has some major revisions to be done with this General Plan. It has now been over 4 years in the process, so please don't delay these corrections much longer. This community desperately needs some proper planning to occur, and this General Plan is theoretically meant to do that. Please allow that to happen without further delay or costs.

Sincerely



Dale LaForest

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5.2 Response to Mt. Shasta Tomorrow

Table XXIII Response to the letter from Mt. Shasta Tomorrow

Page — comment	Final EIR responses to the comments
Page 3 1 Comment Group A	The comments concerning the content and organization of the Draft EIR are noted. The organization of the Final Plan and Final EIR have been revised to more clearly identify the location of materials required by 14 CCR §15166.
2	<p>The following statement clarifies the intent in the July Draft Plan/Draft EIR. The purpose of this statement was to identify that the 1990 General Plan and its supporting environmental impact report had been subject to substantial revision since being released to the public. The purpose of the remark in the Draft General Plan/Draft EIR was to provide a historical perspective indicating that the 1990 version of the Plan contained policy direction that was not acceptable to City officials. Further research has determined that there was not a 1990 Draft EIR. The reference to the 1990 EIR is deleted.</p> <p>To provide the historical perspective, the following chronology explains the difference between the 1991, January, 1992, March, 1992, and July, 1992 documents:</p> <p style="padding-left: 40px;">The January, 1992, environmental document referred to by MST is not being considered for adoption by the City [See EIR/General Plan Chronology in Table I of the General Plan, page 5, for appropriate milestones in the process]. The January environmental document and March General Plan (earlier documents) were substantially revised to reflect the City's independent judgement, and accurate data and policies consistent with the Planning Commission and City Council directions. The January document was not released and does not reflect the independent judgement of the lead agency.</p> <p style="padding-left: 40px;">In Fall 1991, the City completed revisions of administrative version of the General Plan to reflect changes resulting from the August and September, 1990, study sessions, workshops, and additional data collection efforts. In December, 1991 and January, 1992, a Draft EIR was written for administrative review assessing environmental impacts of November (1991) version of the Draft General Plan. This administrative environmental document had a January, 1992 date on its cover, reflecting an anticipated publication date.</p>

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Page — comment	Final EIR responses to the comments
Response 2, continued	<p>Additional data were gathered and the City Council decided that a Draft General Plan and new Notice of Preparation would be published. This document, after revision during January and February, 1992, became the Draft General Plan with the March, 1992, publication date.</p> <p>Subsequent review, public comments, and data gathering resulted in the City directing substantial revision to both the Draft General Plan (March, 1992) and its companion Draft EIR. This resulted in the July 6, 1992 Draft General Plan and Draft EIR, which were circulated for public review in accordance with CEQA. These are the current documents being considered for adoption by the City.</p>
3	<p>The comment confuses a number of issues and attempts to obscure the objectives of the City's revised General Plan. Mr. LaForest attached to his comments a copy of a "January, 1992, environmental impact report." The January, 1992, environmental document referred to by Mt. Shasta Tomorrow is not being considered for adoption by the City. [See EIR chronology] The January environmental document and March General Plan (referred to in this response as the "earlier documents") were substantially revised to reflect accurate data and policies consistent with the Planning Commission and City Council directions.</p>
Page 4	4
<p>The summary table of significant effects, Table XXIV, located on 277, has been revised to identify methods of mitigation, and whether the impacts remain significant.</p>	Refer to the response to Comment A-2 on page 227.
5	See above comment.
6	<p>The EIR has been amended to identify controversy associated with environmental issues related to the proposed General Plan. A number of the issues identified as "controversial" are related to the policy direction of the General Plan itself — rather than the Plan's potential environmental effects.</p> <p>Raising issues does not necessarily constitute "controversy." This broad a definition would mean that any individual stating an issue or recommending an item for inclusion in the General Plan would be creating a controversy.</p>

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Page — comment	Final EIR responses to the comments
1 2 3 4 Response 6, continued	<p>The comments and issues associated with earlier versions of the General Plan have been incorporated into the various evolutions of the document.²⁶ The Planning Commission and City Council incorporated the issues and methods of addressing those issues in the earlier versions of the Draft General Plan. The July, 1992, version of the General Plan and its EIR reflect the controversies that were generated from the later evolutions of the Plan. Areas of controversy are identified as:</p> <ol style="list-style-type: none">1. Public opposition to the concept of publicly acquired or exacted trails along creeks and through other corridors.2. Any proposal to acquire or obtain public land through condemnation, exactions, or forced dedication.3. Imposition of impact fees of any type.4. Incorporation of any programs in the General Plan that would duplicate state or federal regulatory programs.5. Public opposition to identifying private land as "open space," "wetland," or other classification that would preclude its use for private development.6. Concern about the potential of developing portions of the Planning Area that would be subject to volcanic mudflows or pyroclastic activities.7. Opposition to proposals to "downzone" property in the Planning Area.8. Concern about the potential of allowing wetlands to be disturbed without local review or approval. <p>The comment from Mt Shasta Tomorrow identifies issues of controversy that were raised for earlier versions of the draft General Plan. The issues were restated in the review of the July version of the Draft General Plan in any public comments or correspondence other than Mt. Shasta Tomorrow.</p>
4 Page 6	7 A public opinion questionnaire was distributed in 1988. The effort was not conducted using the scientific survey protocols as are used for public opinion surveys conducted on issues by major polling organizations. The results of the questionnaire were considered in earlier versions of the Draft General Plan. Between the time of the results of the survey being released in September, 1988, and the City's workshops, all of the information deemed to be appropriate was incorporated into the draft General Plan. There was no general representation that the survey was a major concern during 1992.
5	8 Issues and methods of addressing the issues were identified in the Draft EIR. These are highlighted in the Final EIR.

²⁶/One issue from earlier Draft General Plans was associated with design review and design themes. This concept was placed on a ballot measure that was defeated at the polls in November, 1991.

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Page — comment	Final EIR responses to the comments
9	The Environmental Setting is clearly summarized in the General Plan and detailed in the Planning and Environmental Data Base, which was incorporated into the EIR by reference.
10	A statement summarizing the Significant Effects has been included in the EIR to ensure technical procedural conformance. See the Comment A-2 on page 227 concerning the relevance of the January, 1992, environmental document.
11	Whether or not environmental effects are significant is highlighted in the Final EIR with the addition of the statements <i>"This impact is significant"</i> or <i>"This impact is not significant."</i>
12	See comment 11 and Comment A-2 on page 227.
13	The discussion of the impacts, which were contained in the various components of the General Plan are now consolidated in the Final EIR. The Draft EIR incorporated the requirements of 14 CCR §15126 throughout the General Plan in the various goal-policy-implementing programs as permitted by 14 CCR §15166.
14	<p>The correspondent and professionals preparing the EIR disagree on the scope of issues that are significant. Although adopted through a quasi-judicial action (resolution), the General Plan is considered to be legislative, like an ordinance. Unlike a development project, conditions of project approval cannot be imposed on a General Plan. The only effective means of incorporating mitigation measures are to impose mitigation through the General Plan's implementing program.</p> <p>References to "previous" mitigation measures are likely a reference to the January, 1992, environmental document. Refer to the response to Comment A-2 on page 227.</p>
Page 8 15	Alternatives are more clearly addressed in the Final Environmental Impact Report, but the City retains its reasonable range of alternatives that potentially could achieve the direction of the City Council and Planning Commission for a General Plan that provides for "reasonable growth, minimal non-essential regulation, and protection of private property rights." Additionally, previous versions of the Draft Plan should be considered project alternatives. The Planning Commission and Council have considered the range of alternatives and have made a selection on what represents the objectives of local constituents and local public opinion expressed through the entire General Plan process.
16	Statement of opinion, no response necessary.
Page 9 17	Statement of opinion, no response necessary.

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1 18	There have been two prior versions of Draft General Plans, which after public review and comment were directed to be revised by the Planning Commission and City Council. The prior plans are incorporated into the process as part of the record and considered alternatives. The prior Draft General Plans, combined with the two alternatives in the current EIR total four reasonable alternatives. Mr. LaForest notes this earlier in his letter in which he says that the City cannot ignore the earlier participation and comments.
2 19	The public record adequately explains the rejection of alternatives as not meeting local objectives. This is described in the Draft EIR and Draft General Plan. The Final EIR includes a summary and restatement to provide a better highlight of the reasons.
3 20	<p>Unlike a development project in which a proponent specifies a specific development proposal for a specific parcel of land, alternatives to General Plans cannot effectively establish a single-option concept for the entire General Plan. While there can be "themes" for alternatives, such as a "General Plan with greater density opportunities" or a "General Plan with fewer density opportunities," such an approach would require a community to actually prepare multiple General Plans to provide an intelligent assessment of alternatives above and beyond mere speculation.</p> <p>The approach in the Mt. Shasta General Plan was to consider that there are two complete Draft General Plan alternatives that were considered by the City. Each of these alternatives — through the public participation and Planning Commission/City Council review process — were determined not to satisfy the long-term development objectives and policies desired by the majority of the community.</p> <p>The July, 1992, General Plan approaches alternatives with an eye to the options previously directed as being unacceptable and combines this with some newer themes on how to possibly reduce or eliminate environmental effects through other alternatives.</p>
4 21	See previous comment.
5 22	The decision-makers, during the public participation process, have indicated that there is no support among officials for either of the alternatives. While this information was not available when Mt. Shasta Tomorrow prepared their letter in August, 1992, the fears of the correspondent are unfounded.

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Page — comment	Final EIR responses to the comments
1 Page 10 23	<p>The General Plan is intended to consist of development²⁷ policies and a common sense standard to focus on issues of greatest local concern. It must be organized as a clear and useful guide for decision makers.²⁸</p> <p>Economic survival of the downtown core is not a CEQA issue, this is an issue related to the content of the General Plan. Because this comment does not address analysis in the EIR, no CEQA response is required. However, this response to the General Plan issues is presented for purposes of clarity and explanation:</p> <p>The City Council at its public hearing of November 18, 1992, indicated that the downtown must survive economically on the basis of its own merits and competition. The Council rejected the approach of providing land use and zoning protections for the downtown area within the General Plan.</p>
2 24	<p>Mr. LaForest's growth rate calculations, which are stated on page 11 of his letter in the comment entitled "DEIR:Section 1.6..." (sic) are not correct. Comment 24 is a statement of opinion, no response necessary.</p>
3 25	<p>Mr. LaForest's opinion as a member of lay public concerning the effectiveness of mitigation related to the wetlands, volcanic, and seismic issues are noted. No response necessary.</p>
4 26	<p>The section has been added to the General Plan</p>
5 27	<p>The section was in the draft General Plan and is repeated in the Final EIR for clarification.</p>
6 Page 11 28	<p>Effects found not to be significant were in the summary table of the Draft EIR. A section has been added to the Final EIR to provide a separate means of addressing the issues.</p>
7 29 8	<p>The list of persons and agencies contacted were in the Planning and Environmental Data Base (PEDB), which was a part of the Draft EIR. Concerning the reference to the January, 1992 environmental document, see Comment A-2 on page 227.</p> <p>Mr. LaForest's interpretation of 14 CCR §15130 disregards tempering authority in 14 CCR §§15145 and 15146. CEQA indicates that the EIR for a General Plan need not be as detailed in the specific effects of the project as an EIR for a construction project. The focus is to be on secondary effects. Mr. LaForest confuses the requirements for a "project EIR" with the content that make practical sense for an EIR that assesses a General Plan.</p>

²⁷/Government Code §65302.

²⁸/General Plan Guidelines, page 5.

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Response 29, continued	<p>Effectively, a General Plan is the culmination of all environmental effects. The environmental document assessing a General Plan almost exclusively addresses only environmental effects. This is because the General Plan is gen-eral in nature. Precise and specific impacts cannot be identified without extraordinary speculation. An example supporting this is in Mr. LaForest's letter. He indicates that the General Plan fails to address a proposal to build a "five story" motel in Mt. Shasta. No application has been submitted, no public market studies have been submitted to the City, and before a building of that height could be constructed, the City's zoning regulation height limitations would be required to be amended. The project would likely be subject to a public hearing — as many small communities require use permits for tall buildings even if zoning codes permit development in excess of forty feet. The Plan cannot speculate about the impacts of this scope of development when its very existence is not provided any type of development entitlement in the General Plan.</p> <p>The identified subdivision and golf course in Mr. LaForest's letter is under construction on lands in the unincorporated area. Its service demands and traffic volume are already incorporated into current Plan traffic and development projections.</p>
31	<p>Mr. LaForest calculates a growth rate based on the number of subdivision lots approved by the City and the County. The approval of subdivision maps in the unincorporated County appears to have been included in the calculation of the City's growth rate. In discussions with the California Department of Finance/Population Research Bureau, the City's growth rate over the past decade has been at less than two percent per year.</p>
Page 12 32	<p>The trend among rural California communities since the enactment of California's current taxation system (commonly called <i>Proposition 13</i>) has been only to annex lands which will be converted to an urban or suburban use. This is because in general the costs of providing services to rural-sized parcels is higher than the property tax and related revenues generated for the annexing City. There is no real financial incentive — the number one reason for annexing territory in California — to annex rural residential lands. The "strict annexation" standards are obvious — rural lands will not be annexed.</p> <p>Those experienced with economic development understand that "major employers" have generalized criteria that are used in selecting locations for facilities. Among the higher ranking criteria are the availability of a trained or trainable local labor force and availability of housing for employees. As stated in the Draft EIR, the lower density alternative results in fewer housing opportunities, an action that would reduce the attractiveness of the area for future employment-based development.</p>

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33	The General Plan EIR will be directly used by the City of Mt. Shasta. It may be used as a reference by the County of Siskiyou. No other regional, state, federal, or local agencies are expected to use the General Plan EIR.
Page 13 34	<p>The objectives for the General Plan have been recommended for approval by the Planning Commission and supported by the City Council. The lead agency's position is that the objective for the revised General Plan is to provide for improving employment opportunities and protecting property rights. It is apparent from the tone of letters received, the testimony presented at public hearings in April, July, August, and November, 1992, that there is little support politically or practically for the issues itemized by the letter from Mt. Shasta Tomorrow. The General Plan and Draft EIR provide analysis of the specific direction of the lead agency.</p> <p>The Planning Commission and City Council were well aware of the public opinion survey. The prior Draft General Plan released in March, 1992, incorporated numerous policies supporting the results of the survey. However, the opinion survey was a sampling of public beliefs. It was not a scientific survey. The correspondence and testimony related to the March, 1992, version of the Plan clearly supports the Council's rejection of the conclusions of the public opinion survey. Further, in their discussions, the Council and Planning Commission considered the margin of defeat that voters delivered to Measure A, a ballot measure that would have implementing a number of key features supposedly receiving public support in the Survey.</p>
35	If one were to track the direction of public comments from 1988 through 1992, it can be concluded that public opinion has shifted from an environmental/growth management position to one of property rights and increased employment opportunities. This belief of the Planning Commission and City Council was further supported by the defeat of Measure A in November, 1991. This ballot measure would have implemented a number of the items identified in the period of 1988 through 1991 as being "important issues."
36	The Draft Plan included a black-and-white diagram of land use in the City and Planning Area. Due to comments about the difficulty of reading the Figures C and D, the required land use diagram has been republished in color with one map, Figure F, ? on page 34, 292 providing an overview and seven individual detail maps (Figure H on page 36 through Figure N on page 42) with an index map, Figure G on page 35 showing the area maps' boundaries.
Page 14 37	The Final Plan recognizes in its text that the City is near the dormant Cascade Mountains volcano named Mt. Shasta. General Plans have limits on the boundaries based on lands over which the City determines that it has some degree of influence and control. The Mt. Shasta land area was excluded from the General Plan because it is unlikely that the mountain will be the subject of private sale or development.
38	The organization of the EIR does not have to precisely following the numbering of sections in the <i>CEQA Guidelines</i> .

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39	Studies by the American Planning Association, Urban Land Institute, and other organizations have determined that the growth rate of an area is controlled by market conditions — available employment, proximity to employment centers, cost of housing, available services, and quality of life. Increased regulation does not by itself decrease growth rates — just as eliminating or reducing regulations does not by itself increase growth rates. However it has been shown by the National Association of Home Builders that increased governmental regulations does cause an increase in housing costs. The General Plan will continue to show the traditional growth rate for the City and surrounding area.
Page 15 40	Statement of letter organization, no response necessary
41	<p>The implication of the comment is that private land that is not presently developed is expected to remain a public benefit of "open space." The position of the City Council is clearly that open space lands cannot be acquired under the City's current financial position. The policy direction of the Council is that open space lands will not be acquired by the City.</p> <p>The Plan incorporates density transfer and uses other methods of balancing the relationship between private property rights and public open space. Densities in the planning area remain generally low for undeveloped land areas.</p> <p>There are no legal requirements in the CEQA Guidelines that indicate a discussion of Open Space impacts is required.</p>
Page 16 42	EIRs are encouraged in CEQA to incorporate previous documents by reference. The Noise Report is an appendix to the EIR summarized in the document.
Comment group B 1	The City has re-examined the circulation map, Figure Q on page 82, and includes identification of roads that are not only proposed in the near term, but locations where future roads may be needed.
2	This comment is taken out of context, and the interpretation only makes sense in the context stated by Mt. Shasta Tomorrow's letter. The Draft General Plan makes no promise of this type.
<p style="text-align: center;">Comments B3 through B8, pages 16-19: Discussion of issues associated with Mt. Shasta, a dormant volcano</p>	
	Please refer to the letter from Mr. Waisgerber, a California Registered Geologist, following these comments on page 251. Mt. Shasta is not an active volcano. It is understood that sometimes lay members of the public can confuse the terminology, but the City has consulted with two separate geologists and one seismologist, all of whom have indicated that Mt. Shasta is not an active volcano. It is dormant. There is a significant difference between the two terms.

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Page — comment	Final EIR responses to the comments
1 2 3 4 5 6 7 General comments concerning Mt. Shasta volcano, continued	<p>Shasta, the mountain, is not located within the Planning Area or the Sphere of Influence. The City — which recognizes the mountain on the cover of the General Plan, its City seal, and all area literature — does not include the mountain and its Federal lands within the General Plan planning area because it is unlikely that the area will be developed.</p> <p>Mt. Shasta Tomorrow uses as the foundation for its concern about the volcano a "...new study released in May, 1990, by (Dr. Stephen) Malone — a University of Washington (Seattle) seismologist."²⁹ It might have been a serious flaw in the EIR had the City failed to include this important study. Mt. Shasta Tomorrow indicated that the Malone study included data showing that the now-dormant Mt. Shasta Volcano is the "fourth most likely volcano within the Cascade Range <u>most likely (sic) to erupt in the next 20 - 30 years!</u>"³⁰</p> <p>To provide the latest information and literature to geologists, seismologists, and the interested public, professional libraries are maintained by the United States Geologic Survey (USGS) in Menlo Park and the California Division of Mines and Geology in Sacramento.</p> <p>The City's California-licensed Registered Geologist performed a literature search at both libraries seeking a copy of this study. Neither agency had a copy of the Malone Study, nor had Dr. Malone published any studies about Cascade volcanos in May, 1990. Failure to find any existence of the Study at these California professional libraries, the City submitted a certified letter to Mt. Shasta Tomorrow asking to borrow or make a duplicate from their copy of the study. No response was ever received from the organization to the certified letter, several telephone calls, and an attempt at personal contact.</p> <p>Because the City was unable to obtain Mt. Shasta Tomorrow's copy of the "study" by the date requested, the City made contact directly with Dr. Malone and asked him to review the Mt. Shasta Tomorrow comments. Dr. Malone responded with a letter transmitted by facsimile on November 16, 1992. In the letter, Dr. Malone states:</p> <p style="text-align: center;"><i>[In response to the request from Geotechnical Research and Development's request on behalf of the City, Dr. Malone stated his letter was] to review the comments made in the Public comments on city of Mt. Shasta general plan/EIR, page 18 (Aug. 21, 1992) in which a study [Dr. Malone] supposedly did in May of 1990 is used to say Mt. Shasta is likely to erupt in the next 20-30 years.</i></p>

²⁹/Letter of "Public comments on City of Mt. Shasta General Plan/EIR" from Mt. Shasta Tomorrow, page 18, written by Dale LaForest, signed as a member of the Board of Directors of Mt. Shasta Tomorrow.

³⁰/Ibid. Emphasis is contained within the cited source.

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1 2 3 4 5 6 7 8	<p><i>First of all, [Dr. Malone] did no special study of Mt. Shasta in 1990 or any other year, but simply compared the earthquake activity in its vicinity (from USGS catalogs) with similar earthquake activity at other Cascade volcanos. The volcanos Mount Lassen, Mt. Shasta, Mount Hood and Mount Rainier all have comparable seismicity levels; however no study was done to indicate if the seismicity in these catalogs has a volcanic type origin or is purely tectonic. This seismicity level 'comparison' was given to the press to suggest that those four mountains were more seismically active than other Cascade volcanos (St. Helens is obviously the most active) and thus, from a seismologist's point of view, were more likely to erupt in the near future. This says nothing about their likelihood. The recent geologic record is a much better indicator of absolute likelihood.³¹</i></p> <p>In a December 2, 1992, letter to the editor published in the <u>Mt. Shasta Herald</u>, Mr. LaForest, writing as President of Mt. Shasta Tomorrow, explains that the (August 21, 1992) comment letter to the General Plan did not mean to represent the imminent eruption of the Mt. Shasta volcano. Mr. Laforest indicates in the letter to the editor that the term "study" used in the August 21 letter is also incorrect. The Mt. Shasta Tomorrow letter to the editor clarifies this confusion caused by the wording in the August 21 letter by stating in the letter to the editor:</p> <p style="padding-left: 40px;">"Additionally, neither Steve Malone's speech (the basis of the AP story) nor I stated that Mt. Shasta 'likely to erupt in the next 20-30 years.' Mt. Shasta was listed the '4th most likely...', which has an entirely different meaning."</p> <p>Mt. Shasta Tomorrow clarifies in its letter to the editor that its concerns actually center on "major USGS findings that this volcano erupts every 250-300 years — not 600-800 years..." The most recent USGS study was published in 1987. This Study was used as the major basis for the Draft General Plan and Draft EIR's assessment of volcanic hazards. This analysis was detailed in the Appendix to the General Plan prepared by Mr. Flynn. The 250-300 year figure refers to the <i>last eruption</i>, not the eruption cycle. The assessment by the City's Registered Geologist is accurate.</p>

³¹/Letter from Dr. Stephen D. Malone, Research Professor, University of Washington, Seattle, to Michael R. Flynn, Registered Geologist, Geotechnical Research and Development, Sutter Creek, California, November 16, 1992. Original letter transmitted by facsimile.

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Page — comment	Final EIR responses to the comments
<p>General comments concerning Mt. Shasta volcano, continued</p>	<p>The Plan, within the Safety Element, develops an implementation program to refrain from placing emergency service or other public buildings within the predicted path of mud flows that may occur if the Mt. Shasta volcano were to become active. The Plan also notes that certain construction requirements will also be implemented to provide a degree of protection for the weight of ash that may fall on structural roofs. The Plan further notes that an emergency evacuation program will be developed, practiced, and utilized. Finally, the Plan notes, and the Final EIR records that there is little that the City of Mt. Shasta can accomplish to prevent a volcano from erupting.</p> <p>This is not CEQA issue, this is an issue related to the content of the General Plan. Because this comment does not address analysis in the EIR, no CEQA response is required. This response to the General Plan issues is presented for purposes of clarity and explanation: The apparent recommendation of the comment from Mt. Shasta Tomorrow is to prevent development from occurring within the predicted path of the mudflows from the volcano. The lead agency finds that this would not conform to the General Plan's objectives.</p> <p>There is no legal requirement to include an appendix in the body of the main document. The Appendix to the General Plan is readily available in the library, at City Hall, and upon request.</p>
<p>Page 19 9</p>	<p>Refer to the response to Comment A-34 on page 234.</p>
<p> 10</p>	<p>Maps have been improved for the Final General Plan. In its letter of November 20, 1992, Mt. Shasta Tomorrow notes the improvements and readability to Draft General Plan Figures C and D, now printed in color as Figure F, ? on page 34, 292 through Figure N on page 42.</p>
<p>Page 20 11</p>	<p>Refer to the response to Comment A-34 on page 234.</p>
<p> 12</p>	<p>The General Plan is intended to consist of development policies and a common sense standard to focus on issues of greatest local concern. It must be organized as a clear and useful guide for decision makers.³²</p> <p>The <i>Mission Statement</i> and its interpretation are not CEQA issues. These are issues related to the content of the General Plan. Because this comment does not address analysis in the EIR, no CEQA response is required. However, this response to the General Plan issues is presented for purposes of clarity and explanation:</p> <p>The diversity of the community and its people requires the City Council to implement the General Plan in ways that accommodate local conditions and circumstances as judged by the legislative body.³³ During the process of preparing the General Plan, the City of Mt. Shasta has provided extensive opportunities for public review and comment.</p>

³²/Op. cit.

³³/Government Code §65300.5.

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Response to Comment B-12, continued	<p>These opportunities were accommodated through formal public hearings, informal community workshops, scoping meetings, study sessions, an opinion survey, and review period for written comments, all of which were subject of timely notice, publication, and general publicity.</p> <p>The Planning Commission and City Council have considered all of the diverse comments, beliefs, opinions, and areas of controversy in selecting the goals, objectives, policies, and implementing programs that accommodate local conditions and circumstances while meeting planning law requirements. Therefore the City Council and Planning Commission did consider the options and opportunities provided by all commenters, including Mt. Shasta Tomorrow, and the Plan reflects the decisions and judgement on the workability of those comments. The General Plan is adequate and complies with the statutory requirements.</p>
Page 21 13	The Draft General Plan included Table VII, in the Final General Plan this is Table VII on page 73, which identified the classification of each publicly-maintained road within the Planning Area. Any road not listed on the chart was defined as a "Residential" road within the City limits and a "Rural" road in the unincorporated area. The Draft Plan also included a Population Density and Building Intensity Table (Table V in the draft, Table V on page 43 in the Final General Plan), clearly identifies the number of persons per acre.
14	Lands identified with flood potential are included in the Plan. Programs to identify areas subject to future flooding are incorporated into the mitigation program. There are no identified areas subject to a one hundred flood event within the Planning Area, except as noted on Figure T on page 116.
15	This is not CEQA issue, this is an issue related to the content of the General Plan. Because this comment does not address analysis in the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Final Plan includes more examples of the types of land uses. The specific responses to Mt. Shasta Tomorrow's questions about types of use is to be addressed within the Development Code that would be prepared for the multiple zoning districts allowed under the land use categories.
16	Existing land uses are shown in the PEDB.
17	The map has been clarified and printed in color for final production.
18	This is not CEQA issue, this is an issue related to the content of the General Plan. Because this comment does not address analysis in the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The City Council and Planning Commission have judged on the basis of recent public testimony and the failure of Measure A that there is no general or widespread public support for growth control.
19	See response to Comment A-41 on page 235.

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20	<p>This is not CEQA issue, this is an issue related to the content of the General Plan. Because this comment does not address analysis in the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: This statement is incorrect. The comments on page 23 take the statement made by the consultant out of context and put two separate statements together to make an entirely different meaning than the statement made at the hearing. The General Plan is designed to make it difficult to change land use categories shown on the map from one classification to another because the land use classes are tied to written policies.</p>
Page 23 21	<p>The January, 1992, environmental document referred to by Mt Shasta Tomorrow is not being considered for adoption by the City. Refer to the Response to Comment A-2 on page 227. The January environmental document and March General Plan (earlier documents) were substantially revised to reflect the City's independent judgement, and accurate data and policies consistent with the Planning Commission and City Council directions.</p> <p>The earlier document did not accurately reflect the earlier data as available in the Natural Diversity Data Base. There are no protected species or plant communities identified in the areas of the Plan. This is identified in the General Plan.</p>
Page 25 22	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: This issue is addressed in the Housing Element and supported with the General Plan's use of density rather than minimum parcel size or housing type.</p>
23	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: Siting these facilities is speculative.</p>
Page 26 24	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The City Council has indicated that its position is that the location of commercial uses as identified in the Plan will not affect the vitality of the Downtown area.</p>

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25	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The creation of the one-way couplet has been considered, discussed by the City, and determined not to meet policy objectives.</p> <p>The January, 1992, environmental impact document referred to by Mt. Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions. The California licensed Traffic Engineer used for the July, 1992, Draft General Plan determined that the data in the January environmental document was not correct.</p>
Page 28 26	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Roseburg property was discussed in detail by the Planning Commission and City Council, the Final Plan reflects more specific direction from the lead agency.</p>
27	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: No response is necessary for differences in opinion.</p>
28	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: Public facilities are more clearly identified on a new map, Figure P on page 62, in the Final Plan.</p>

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29	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The land use classification "Resource Production Land" has been renamed "Resource Land" for purposes of clarification. A statement has been added indicating that open space lands are Resource Lands. An open space map, Figure S on page 100, has been added to the Final Plan for clarification.
Page 29 30	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Planning Commission discussed this issue and directed that private open space lands been identified with base land use classifications. For example, cemeteries are "Public Facilities, Parks." Golf courses, and private campgrounds are shown as a part of the overall land are in which the uses are located.
31	The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.
32	The implementing programs of the Open Space and Conservation Element were consolidated into Table XIV, Open Space Action Plan, on page 112.
33	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: Agricultural and timber lands are added to Figure S on page 100, which is now the <i>Open Space Lands Map</i> .

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Page — comment	Final EIR responses to the comments
<p>1 34</p>	<p>The January, 1992, environmental impact document referred to by Mt. Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p> <p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The City Council's policy direction is reflect in the Plan.</p>
<p>2 Page 32 35a</p> <p>3 Comment</p> <p>4 35b</p> <p>5 Comment</p> <p>6 35c</p>	<p>Refer to the response to Comment B-29 on page 242.</p> <p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: Trail issues are specifically addressed in the General Plan. The City's response to this issue of controversy was supported in over 50 letters opposing trail plans identified in the March, 1992 Draft Plan. There were no comments or letters supporting that Plan's approach to trails.</p> <p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Open Space map (Figure S) identifies scenic drives. There is no direction to include any policies related to "preserving" or "protecting" these roads.</p>
<p>7 Page 33 36</p>	<p>Refer to the response to Comment B-1 on page 235.</p>
<p>8 Page 34 37</p>	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Final Plan represents the new streets directed by the Council.</p>
<p>9 38</p>	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The City indicates its downtown parking facilities are adequate for near- and long-term needs.</p>

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Page — comment	Final EIR responses to the comments
1 Page 35 39	<p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p> <p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The City and its engineer indicate that the General Plan correctly addresses the issues related to the sewage disposal facility.</p>
2 Page 36 40	<p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
3 41	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The City's utility master plan and capital improvements plan include the provisions for expansion cost recovery.</p>
4 42	<p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
5 43	<p>The wetlands map (Figure R on page 96) in the General Plan is the Karen Theiss & Associates-prepared map.</p>
6 Page 37 44	<p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>

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Page — comment	Final EIR responses to the comments
1 Page 39 45	The Department of Fish and Game reviewed the Draft Plan and EIR and submitted no comments. There are sufficient protections that meet the City's General Plan objectives by allowing site-by-site analysis of stream and fishery impacts. As highlighted in the Mt Shasta Tomorrow letter on page 40, the Plan incorporates requirements to ensure mitigation measures are <u>incorporated with each new development</u> (emphasis in original letter). The General Plan does not provide for development approvals. It provides policy direction on how new development is reviewed and the level of mitigation that needs to be incorporated.
2 Page 41 46	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Plan incorporates the PEDB by reference.
3 47	The typographic error has been corrected.
4 48	Statement of opinion. No response necessary.
5 49	There is no scientific data supporting that any of the mitigation measures identified in this comment would reduce or eliminate any conflicts between residential uses and agricultural uses. Fixed distance buffers are difficult to define raising the question as to why with a fifty-foot buffer (as an example) 49 feet is inadequate but 51 feet is acceptable. Other characteristics are development standards which can be incorporated into right-to-farm regulations. The fact is that within the Planning Area, most agriculturally-used lands are entirely surrounded by Rural Residential development. <i>The Plan does not propose to change those uses or densities.</i>
6 Page 43 50	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: There is nothing in the General Plan that would preclude the small scale agriculture uses as discussed in the comment.
7 51	CEQA allows an agency to approve a project with significant effects provided that the lead agency makes findings to show that it understands the consequences of the action and that the mitigation of the impacts are under the jurisdiction of another agency or that there are specific "...economic, social, or other considerations..." that make mitigation measures infeasible. ³⁴

³⁴/14 CCR §15091.

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<i>Page — comment</i>	<i>Final EIR responses to the comments</i>
52	Several letters were received and verbal testimony provided by owners of active agricultural lands indicating their support of the Plan as written and opposition to the earlier documents' approach to agriculture protection. Some comments from agricultural land owners expressed concern that the July, 1992, Draft Plan still was too strong in terms of precluding desired uses of their lands.
Page 44 53, 54	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: Oregon has state-wide planning laws that require a much different approach to agriculture preservation. This concept was proposed in California in the late 1970s, twice during the 1980s, and last year. Each attempt to enact similar laws has failed. The Planning Commission considered this addition and did not direct that the measures identified on page 44 be added.
Page 45 55	Maps have been revised, see next response.
56	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The maps are provided for information purposes only. Administrative Final General Plan Figures Q, R, and S have been consolidated as the Open Space Map, which is now Figure S on page 100.
57	This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Planning Commission and City Council did not indicate any desire for special protection of the viewsheds.
Page 46 58	The land use classification map (Figure F, ? and Figure I) were corrected in the Final Plan.

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Page — comment	Final EIR responses to the comments
59	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The Plan reflects the policy direction of the Council related to new City parks.</p> <p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
Page 47 60	<p>There is no need to designate land for open space as a means of protecting public health and safety. Examples sometimes cited in literature for open space lands serving the need for public health and safety include lands identified as being within the one hundred year flood plain; or the other example is stating a desire to avoid siting an apartment complex across an active earthquake fault. The only flood zone area is identified in the Plan. General Plan law allows elements to be consolidated or duplicate issues to be addressed. The purpose of the cross-reference identification is to apply common sense and show that safety issues, including public health, are addressed in the safety element.</p>
61	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: This is a statement of opinion, no response is required.</p>
62	<p>The City's geologist reviewed the implementation program and indicated that it meets accepted standards. There is no need for open space preserved for seismic safety purposes.</p>
Page 48 63	<p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
64	<p>The seismic studies and analysis were prepared by a geologist registered in the State of California in consultation with the Division of Mines and Geology. The State agency also reviewed the Draft Plan and Draft EIR and expressed no comments or concerns.</p>
Page 49 65	<p>Refer to the response to comment A-20 on page 231.</p>

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<i>Page — comment</i>	<i>Final EIR responses to the comments</i>
<div style="position: absolute; left: -40px; top: 50px;">1</div> <div style="position: absolute; left: -40px; top: 190px;">66</div>	<p>The January, 1992, environmental impact document referred to by Mt. Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p> <p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: Development on steep slopes at low densities, such as the proposed one unit per ten acres, allows for site specific consideration that require study in detail beyond the scope of a General Plan. A property owner would be required to submit soil reports for construction on steep slopes under the provisions of the General Plan and its implementing Development Code. This is required in the Uniform Building Code whether or not it is addressed in the General Plan.</p>
<div style="position: absolute; left: -40px; top: 480px;">2</div> <div style="position: absolute; left: -40px; top: 480px;">Page 50</div> <div style="position: absolute; left: -40px; top: 490px;">67</div>	<p>The January, 1992, environmental impact document referred to by Mt. Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
<div style="position: absolute; left: -40px; top: 580px;">3</div> <div style="position: absolute; left: -40px; top: 580px;">Page 51</div> <div style="position: absolute; left: -40px; top: 590px;">68</div>	<p>The January, 1992, environmental impact document referred to by Mt. Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
<div style="position: absolute; left: -40px; top: 680px;">4</div> <div style="position: absolute; left: -40px; top: 680px;">69</div>	<p>The Mt. Shasta Ski Area is a speculative project for which a separate Environmental Impact Statement/Environmental Impact Report has been initiated. Air quality issues related to the specific project will be addressed in the project-specific environmental impact report. The issues raised in the letter are speculative.</p>

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Page — comment	Final EIR responses to the comments
<p>Page 52 70</p>	<p>Wood stoves are required to conform to Federal Standards. The City Council has indicated that it does not wish to locally enforce federal or state requirements. The issue is speculative. Air quality is an issue which is under the jurisdiction of another public agency.</p> <p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
<p>Page 55 70 [Comment response is also numbered "70." This response is not related to Comment B70 addressing Mt Shasta Tomorrow's letter page 52.]</p>	<p>Response to issues associated with Geology, geologic hazards, and geologically-related safety identified as Comments B70 (second #70) through 75 on pages 55 through 57 of the Mt. Shasta Tomorrow letter.</p> <p>Refer to the response to geologic hazards and incorrect interpretations of technical information in the response to Comments B3 through B8 beginning on page 235</p>
<p>Page 58 76</p>	<p>This is not a CEQA issue. This is an issue related to the content of the General Plan. Because this comment does not address analysis on the EIR, no CEQA response is required. Refer to the response to Comment B-12 on page 238. However, this response to the General Plan issues is presented for purposes of clarity and explanation: The California Department of Forestry and City staff have reviewed the General Plan and determined that its approach to fire prevention and protection are adequate.</p>
<p>77</p>	<p>The January, 1992, environmental impact document referred to by Mt.Shasta Tomorrow is not being considered for adoption by the City. Refer to the response to Comment A-2 on page 227. The January environmental document and March Draft General Plan (earlier documents) were substantially revised to reflect the City's independent judgement or accurate data and policies consistent with the Planning Commission and City Council directions.</p>
<p>Page 59 78</p>	<p>Evacuation plans are identified in the General Plan meeting requirements of State law.</p>
<p>79</p>	<p>Refer to the response to Comment A-20 on page 227.</p>
<p>Page 60 80</p>	<p>Refer to the response to Comment A-20 on page 227.</p>
<p>Page 61 81</p>	<p>Refer to the response to Comment A-20 on page 227.</p>
<p>Page 62 82</p>	<p>The implication of this comment is that every residential project will qualify for the 25% density bonus. In fact, in rural communities, fewer than ten percent of the dwelling units built qualify for the full 25% density bonus. The impact locally is not feasible to define until a proposal for a specific site is submitted. It is highly speculative to assume a twenty-five percent bonus for all development.</p>

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Page — comment	Final EIR responses to the comments
83	<p>There is no Government Code section 65003.5. The citation from <i>Concerned Citizens</i> is so far out of context that it is used improperly in this comment. The infamous "abracadabra" statement referred directly to the Calaveras County Board of Supervisors' policy that mitigation of road impacts would occur through efforts to lobby the State to pay for road improvements. The second deleted reference was specifically applied to the link between the Land Use and Circulation elements. When used properly, the <i>Concerned Citizens</i> case deals with only this issue. Other Appellate Court findings in the <i>Concerned Citizens</i> case, if used by Mt. Shasta Tomorrow in its letter would have explained that General Plans and EIRs need not be "perfect" documents, but are able to reflect local preference as determined by the Board of Supervisors.</p> <p>In its summary of the quotation incompletely cited by Mt. Shasta Tomorrow, the State <i>General Plan Guidelines</i> interprets that the General Plan cannot identify that there are substantial shortcomings and propose to rectify the issues with no known sources of funding or other alternatives. The word mitigation is not used in the interpretation. The Court specifically addressed this as a relationship between the Land Use and Circulation elements.</p> <p>The Mt. Shasta General Plan is highly cognizant of the <i>Concerned Citizens</i> decision. This is one of the reasons that the City proposes to adopt a General Plan that includes implementation programs that are measurable and achievable. Some comments have suggested programs should be included in the General Plan even if the implementation measures are not achievable. The Planning Commission discussed this issue and determined that it did not want a situation in the future in which the City would be accused of not implementing its General Plan because some programs were not put into effect on the basis of economics.</p>

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& ASSOCIATES

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September 2, 1992

City Council
City of Mt. Shasta
315 N. Mt. Shasta Blvd.
Mt. Shasta, CA 96067

ATTN: Mr. Al Meneni

Subject: Critique of part of the Public Comment on
Draft General Plan and EIR for City of Mt.
Shasta prepared and submitted by Dale
LaForest, Board Member, MT. SHASTA
TOMORROW, dated August 21, 1992.

Sirs:

The 223-page submittal by Dale LaForest (MT. SHASTA TOMORROW) as public comment is the latest evidence that the same obstructionists continue to throttle legitimate efforts by the City of Mt. Shasta to approve a General Plan and Environmental Impact Report.

Mr. LaForest, of CITIZENS FOR QUALITY GROWTH and the current MT. SHASTA TOMORROW cannot be denied his right to submit public comments. However, as a resident of the City of Mt. Shasta, I have every right to be critical of the comments because, in my opinion, the first 63 pages of that submittal are nothing more than environmental, foot-dragging diatribe designed to cost the city added time and money.

I reserve the right to be critical of the submission of those public comments so late in the planning process, because the necessary delays will add about \$3,000 (according to City Hall) to the existing excessive costs being borne by the city to develop a General Plan.

My recommendation to City Council is to support your planning consultant, Mr. Toll, by rejecting the entire Dale LaForest (MT. SHASTA TOMORROW) report as being unmeritorious of serious review. I

offer reasons below why the report should be rejected.

The doomsday information about volcanoes, and related statements, offered on pages 14, 16, 17, 18 and 19, are inaccurate and misleading; indicative of that old adage, "A little knowledge is a dangerous thing." In my opinion, any person testifying in court using such information would have been discredited by a legal adversary, thus impeaching his testimony.

For example, on page 14, Mt. Shasta is described as "still active volcano" and "active volcano". It is my opinion that the word, "active" was added to bamboozle the uninformed public.

Mt. Shasta is not an active volcano, by geological definition.

Mt. Shasta is a dormant volcano.

The Dictionary of Mining, Mineral, and Related Terms, compiled by the Bureau of Mines, US Department of the Interior, states, "A volcano is called ACTIVE while it is in eruption; DORMANT during a long cessation of activity...". Upper case letters are mine.

Similar definitions can be found in dictionaries, as for example, Webster's New World Dictionary.

On page 16, Mt. Shasta is described as "AN ADJACENT ACTIVE VOLCANO", and "a rare and unique feature".

Webster's New World Dictionary states that "unique" has several meanings. The first is: one and only; single; or sole. The second is: having no like or equal.

That dormant volcano, Mt. Shasta, in Siskiyou County, is not "rare" because it is one of many volcanoes.

Furthermore, that dormant volcano, Mt. Shasta, is not "unique", because that dormant volcano, Mt. Shasta, is not "the one and only", nor is it "single", nor is it "sole", nor is it a volcano "having no like or equal".

William Waisgerler
ASSOCIATES

On page 17, Mt. Shasta is described again as an "active volcano".

Also on page 17, the LaForest report makes accusations that:

"volcanic discussion has been separated in a little seen appendix", and

"More recent information about this volcanic eruption frequency being between every 250-300 years is missing, while the public is falsely reassured that it erupts every 600 years", and

"much seismic and soil related significant impacts are ignored".

Also on page 17, an accusation is made by Dale LaForest (MT. SHASTA TOMORROW) that there "appears to be a willful attempt to hide volcanic risks from public disclosure."

What is so amazing about the statements supra is that it reveals Dale LaForest's opinion that these hazards must be "brought to light" in the General Plan and Environmental Impact Report; otherwise the public will never know anything about future volcanic eruptions and attendant hazards.

How absurd!

How can volcanic hazards be hidden from the public by preclusion in the General Plan when there are so many avenues of print communication, visual communication, and ethereal communication available to the public about every conceivable kind of hazard, including volcanic eruptions, mudflows, etc?

Even though much has been learned about volcanic eruptions, Vulcanology remains an art rather than a science; which is not a reflection against vulcanologists. The same conclusion can be made for virtually all of the natural sciences.

We know far too little about the micro-factors that lead to volcanic eruptions or earthquakes or other geologic hazards, to incorporate these potential dangers, in detail, in a General Plan.

It is my professional opinion, that the State of

California never intended that the public receive detailed geologic information from a General Plan and an Environmental Impact Report, because professional data and professional opinions change with time, thus making it virtually impossible to "plan" a city to geologic perfection.

However, the public and city planners can keep up with volcanic science by reading generally objectively written, professional reports prepared by geologists employed by various public and private agencies. It has been my experience that in such reports, the author will admit by one statement or another that prediction of volcanic eruptions and location of attendant hazards, years hence, are not yet possible.

The public and city planners will also be informed by generally subjectively enunciated, often exaggerated, newspaper articles, magazine articles, and television presentations; as well as oral and written exaggerations prepared by tunnel-visioned, watch-dogs of the environment, such as MT. SHASTA TOMORROW (Dale LaForest).

LaForest's belief that the City is hiding anything geological from the public is totally laughable and ridiculous.

On page 18, Dale LaForest (MT. SHASTA TOMORROW) states, "The General Plan EIR incorrectly misuses outdated 1980 information...".

It is axiomatic that today's geologic information will become outdated tomorrow; as long as there are research geologists on this earth.

LaForest's "General Plan EIR" statement above supports my previous comment that detailed geologic information must not be incorporated in any General Plan and EIR. Even the information offered by Dale LaForest (MT. SHASTA TOMORROW) is outdated and useless.

Planning pragmatism is needed; not MT. SHASTA TOMORROW's "perjured" panic planning. One necessary objective for a city General Plan is to allow for controlled growth, rather than MT. SHASTA TOMORROW's "no growth" and "open space" fantasies.

On page 19, it states that the results of a

William Waisgerber
& ASSOCIATES

citizens' survey are "NEVER DISCUSSED" in the Draft General Plan.

In my opinion, the citizens' survey is outdated and of no value, because Dale LaForest (CITIZENS FOR QUALITY GROWTH) and allies resisted and therefore, prolonged the city development process. Also, the survey's four-years-old answers were weighted in favor of a small but very resistant environmental group of which at least one member of MT. SHASTA TOMMOROW (Dale LaForest) provided leadership.

Since the original citizens' survey, the generally less politically active citizens of this community overwhelmingly defeated proponents of "No Growth" (Dale LaForest) in January 1992, when "No on Measure A" carried.

CONCLUSIONS

I have commented in the past, in the Mt. Shasta Herald and to the City of Mt. Shasta, that reports by environmental extremists such as CITIZENS FOR QUALITY GROWTH (Dale LaForest) and now, its sub-rosa spin-off, MT. SHASTA TOMORROW (Dale LaForest), are nothing more than "SOUR GRAPES". There is not a pragmatic "bone" in their collective bodies. They espouse the socialist cause, that government knows better than the individual.

Violations of the US Constitution, regarding the taking of private property, as observed in MT. SHASTA TOMORROW's presentation, mean nothing to them. With them, the state is greater than its people, therefore private property belongs to the state and the state can do with the property what the state wills.

Considering that the island of Java in the East Indies has 137 active (constantly erupting) volcanoes, and that the island is among the most densely populated, one wonders what MT. SHASTA TOMORROW (Dale LaForest) or CITIZENS FOR QUALITY GROWTH (Dale LaForest) would recommend as a General Plan for Java?

Considering the death and damage done by Hurricane Andrew to the southeastern part of the United States, it is my opinion that a MT. SHASTA TOMORROW (Dale LaForest) General Plan for the state of Florida, the Atlantic Coast, and the Gulf Coast

William Weisgerber
ASSOCIATES

would require permanent evacuation of the coastal areas, leaving the area as "Open Space". After all, hurricanes do occur with greater frequency than do volcanic eruptions, resulting in many deaths and much destruction, annually; not every two or three centuries, as with volcanoes.

It is my opinion that Florida experienced more deaths via Hurricane Andrew than will die from several future volcanic eruptions of Mt. Shasta. Also, it is my opinion that more buildings were destroyed in Florida by Hurricane Andrew than exist in the entire county of Siskiyou, today.

Also, it is my opinion that more persons will die from car accidents on the roads of Siskiyou County, from the present to the time of Mt. Shasta's eruption, than will die from that future eruption. During the same time interval, more property will be destroyed by forest fires in Siskiyou County than will be destroyed by Mt. Shasta's eruption.

Finally, it is my opinion that the "World Series Earthquake" in San Francisco killed more individuals and damaged more property than will ever be killed or damaged by a Mt. Shasta eruption. Fortunately for San Francisco, MT. SHASTA TOMORROW concerns itself solely with Siskiyou County. Otherwise San Francisco could be planned out of existence by Dale LaForest by designating the city entirely as "Open Space".

Understand therefore that death and damage from a future eruption of Mt. Shasta is measureably infinitesimal, compared to those annual hazards that kill and destroy in other states, and in other parts of California.

WILLIAM WAISGERBER & ASSOCIATES

William Waisgerber

WILLIAM WAISGERBER

Engineering Geologist # 33
California

Engineering Geologist # 11
Oregon

City of Mt. Shasta
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6 Environmental impacts, determination of significance, description of mitigation program for impacts, and identification of issues for which mitigation measures are not feasible

6.1 Mitigation measures — the General Plan approach to making mitigation work

The purpose of mitigation in CEQA is to either (1) avoid environmental impacts; (2) minimize impacts; (3) rectify impacts through restoration or rehabilitation; (4) reduce or eliminate the impact over time; or (5) compensate for the impact.³⁵ The City has a broad range of powers that can be used to establish mitigation programs. For mitigation to be effective, the law requires that the City also incorporate a Mitigation Monitoring and Compliance Program as a part of the approval of a project for which an environmental impact report proposes mitigation measures.³⁶ To ensure that mitigation works, it has to be put into place and enforced.

The General Plan establishes a series of programs that provide a base from which specific project mitigation measures may be imposed. The result of this approach is the General Plan says to decision-makers, "A project in this area of the City may have a certain impact identified in the General Plan. It is possible to mitigate that impact by requiring the applicant for a project perform the steps required in this implementation measure." The Plan, however, defers carrying out that implementation measure until a project is proposed. The reason for this deferral is that a General Plan is not required to assess speculative projects with the same level of detail that a project-specific application mandates. EIR Guidelines also indicate that the General Plan EIR may be general in nature.

The effect of this general analysis is that it is not feasible to speculate that an unknown project would have a definitive impact that precise project conditions could mitigate. The role of the implementation measures is to ensure that parameters are established in the General Plan to give the City the authority it needs to put project-specific mitigation into an enforceable program.

³⁵/14 CCR §15370.

³⁶/Public Resources Code §21081.6; sometimes referred to by its 1988 Legislative Number, AB 3180.

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6.2 Land use, population, and increased incorporated areas

6.2.1 Annexation

Discussion: Annexation is an action that takes lands under the exclusive jurisdiction of Siskiyou County and takes land use authority, development authority, among other authorities, and moves that responsibility and authority to the City of Mt. Shasta. Annexation is generally a precursor to urban scale development.

The City of Mt. Shasta had a 1990 population of 3,459 with a population of 5,709 within the Planning Area. The population growth rate projects that the area's population will increase to 6,556 by 2005 and can be projected to increase to 7,300 by the year 2013. The proposed land development designations will accommodate a population of 10,201.

When the land use jurisdiction shifts from the County to the City, the land inherits the City's General Plan densities and land use designations. This can result in the lands being permitted to develop to higher densities or intensities than permitted under County regulations. In the case of the proposed General Plan, the County of Siskiyou has indicated that it would give strong consideration to amending its General Plan to use the City's land use designations in the Planning Area for the County.

There are seven acres of undeveloped parcels along the Everitt Memorial Highway north of the Mt. Shasta Northeast City limits which are classified as Commercial Center. These parcels, which are isolated from residential uses, may be annexed and developed for commercial use.

Some unincorporated areas, particularly the lands on the south gateway to the City near Highway 89 and Mt. Shasta Boulevard known as the Roseburg Property, are proposed for a land use change from the existing use of the land. The Roseburg Property is currently the site of a closed lumber mill. This mill was a heavy industrial use. The new General Plan proposes that the land use be converted to an Employment Center (EC) classification.

The EC land use designation allows a different scope of land uses and building intensity. If the EC land uses are put into effect, the potential development may be either a large employer in the area — similar in employee patterns and traffic as was generated by Roseburg — or a series of smaller employers that may have a different scope of impacts.

The annexation policies do not address the issues of the development impacts related to annexation. The policies focus on the need for pre-zoning and ensuring that annexation will not result in a situation in which the costs of providing services to the annexed area are not beneficial to the City or offset by new revenue sources.

Impacts: The impacts of annexation are indirect and significant. The action to annex may result in development of undeveloped land for urban use. This may lead to increases in traffic, air

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1 quality degradation, and increased demand for public facilities and services. If annexing land into
2 the City occurs long before there is a demand, annexation may place pressure for development of
3 the undeveloped land.
4

5 Mitigation: Implementation measure LU-1.1(b) is incorporated that requires a development
6 plan to be submitted with the petition for annexation. This will prevent annexation for purposes of
7 real estate speculation, and will allow the City and Local Agency Formation Commission to define
8 the project-specific impacts for precise mitigation. By requiring a more detailed approach to
9 annexation, the City will be able to examine the direct impacts of a proposed annexation. The
10 secondary impacts from annexation will still remain significant following adoption of the General
11 Plan.
12

13 Unavoidable impact: The City cannot define precise impacts from annexations until
14 proposals are submitted. This makes it infeasible to assign preconditions that can provide
15 enforceable mitigation measures.
16

17 **6.2.2 Housing and population density**
18

19 Discussion: The proposed housing density policies are designed to provide a relationship
20 between the public facilities and services, classification of road, and density of residential devel-
21 opment. The proposed Plan will generally follow existing land development patterns. The City's
22 population increased at a rate of just under two percent per year between 1980 and 1990. For
23 Siskiyou County, the California Department of Finance projects a population growth rate of
24 approximately one percent per year between 1990 and 2005. The City's population pattern has
25 historically been quite low. It is expected that during the life of the General Plan, twenty years, the
26 City's population will increase from 3,460 in 1990 to nearly 4,000 in 2005. The unincorporated
27 planning area is projected to increase from 2,249 to nearly 2,600 over the same time period.
28

29 Impacts: The potential development of the new residential dwelling units may result in the
30 conversion of undeveloped lands, increased utilization of resources, and potential effects on envi-
31 ronmentally sensitive areas. These effects are secondary (indirect) and significant.
32

33 Mitigation: The proposed Plan provides policies designed to accommodate the long-term
34 need for housing through the use of clustered development and creative design patterns. This
35 program is spelled out in General Plan Section III.G.2.b on page 50. It is implemented through
36 the implementation measures following Goals LU-4 and LU-5. This implementation measure
37 ensures that any direct effects from future development are based on the anticipated densities in
38 the project area for which the General Plan was developed.
39

40 To ensure that density of residential development does not exceed capacity of area roads,
41 the number of units per acre is tied to the classification of the road. This is identified in Table V
42 on page 43 showing the population density and building intensity and Table VII on page 73 which
43 show the roads by classification in the City and the County.
44

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1 In order to provide further mitigation from development in sensitive areas, the Plan calls for
2 applicants to submit detailed information with the application when development is proposed in
3 sensitive areas. The implementation program follows Goals OC-1 through OC-3. The demand
4 for services is managed through density controls tied to infrastructure, such as road classification
5 and available sewer and water capacity. These are implemented through Goals CI-9 and OC-8.

6
7 Alternatives: The Lower Density alternative may reduce the impacts on environmentally
8 sensitive areas by reducing the number of dwelling units that can be constructed, particularly in the
9 Planning Area. This may work to avoid impacts to natural areas at the risk of decreasing housing
10 availability and increasing housing costs through lowered supply. The lower density alternative may
11 achieve natural environment protection at the expense of failing to achieve the community's long-
12 term objectives.

13
14 The Higher Density alternative creates an environment with a false sense of development
15 patterns. The existing land use patterns provide for higher densities in areas in which there is
16 inadequate facility support. The Old Density/New Policy alternative may also create situations in
17 which development patterns are proposed on lands which are environmentally incapable of
18 supporting the proposed land use. This would result in potential conflicts in which the land
19 development would have severe environmental damage or expose property owners to environ-
20 mental hazards.

21
22 Previous versions of the General Plan, which are also considered to be project alternatives,
23 approached the method of density control through assigning maximum densities through a
24 combination of specific designations for the land use classifications and the use of overlay designa-
25 tions to impose further restrictions. These alternatives were discussed during a public hearing and
26 workshop process. The Planning Commission and City Council recognized that the earlier General
27 Plans provided mitigation for the impacts from future residential development, but were concerned
28 that the methods of implementing the programs were too complex and too restrictive. Testimony
29 from members of the public during this process requested that a more understandable program
30 be developed. One of the issues of concern was that lands that may be suitable for housing
31 development were constrained on the basis of the General Plan's broad interpretation of data
32 without individual site assessments. The preferred alternative directed by the Council is to allow the
33 property owners to be put on notice that their lands may be environmentally sensitive, but provide
34 the land owner the opportunity to propose site-specific mitigation.

35
36 On the basis of the public record, the City Council has indicated that the approach in the
37 Draft General Plan met the Council's objectives and was superior to other alternatives.

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6.2.3 Non-residential development

Discussion: Non-residential development (Commercial Center, Employment Center, and Public Facility lands) is proposed to remain within a compact area inside or immediately surrounding the City limits. The emphasis in the Plan centers on using existing non-residential areas before expanding the uses into the Planning Area. There are several unincorporated areas (P&M Cedar along the McCloud Rail Road, and the Roseburg Lumber properties) that are designated for Employment Center uses. The concept behind the proposed Plan would result in these lands being annexed into the City concurrently with development proposals.

The General Plan must examine the difference between its proposals and how the land is presented developed or undeveloped. Most non-residential lands are presently either undeveloped or under-utilized. This means that development will result in some environmental consequences. Converting undeveloped land to a developed status has a number of potential environmental impacts. These include overcovering uncompacted soils with a compacted or impermeable covering, removal of vegetation, and changes in drainage patterns.

Impacts: The non-residential development's proximity to the central Mt. Shasta area will result in increases in surface water discharges from stormwater runoff and snowmelt. The increased development may result in substantial impacts to the stormwater runoff system. Concentration of commercial and employment center development may result in increases to traffic congestion during peak travel hours. Increased traffic congestion may lead to increased air quality degradation.

Mitigation: The Plan has an implementation program that calls for run-off to be addressed in a capital improvements program identified following Goal CI-9. Review of this implementation measure determined that it was not adequately defined to appropriately call out the need for a drainage master plan program. City staff has indicated that there is a program in the works to study and accommodate drainage throughout the City. The Final General Plan has been revised with a new implementation measure following Goal 9 to carry out the need identified in a brief discussion added in General Plan Section IV.G.1.f on page 89. The impact on the stormwater runoff from new non-residential development is considered to be a secondary impact that is potentially significant.

Alternatives: The Lower Density alternative may avoid the impacts to the stormwater system through a reduction in development potential for the undeveloped parcels. The lower density alternative theme would apply universally to all land use types. When non-residential uses are reduced in density, this tends to mean a reduction in permitted lot coverage. Lower lot coverage requirements retain open space, which would allow areas for onsite percolation of stormwater runoff from impervious surfaces. The Lower Density Alternative may be considered environmentally superior to the proposed project in terms of less surface disturbance. This alternative, however, may not achieve the General Plan's long-term objectives and mission.

The Old Density/New Policies and Market-oriented alternatives have impacts similar to the proposed project. These alternatives do not offer mitigation options.

6.2.4 Traffic and circulation

Discussion: New development over the life of the General Plan will result in increases in traffic and circulation. These are reflected on the basis of increases in traffic volume over prior years, a percentage that is greater than the increases in population growth over the same period. Increased traffic may result in roads exceeding potential capacity or new roads being needed to serve developing areas.

The General Plan considers the potential for increased land development and provides for traffic improvements needed to accommodate traffic increases without exceeding proposed standards for Level of Service. Future traffic on streets was estimated at credible development levels. Traffic on these streets would be sensitive to the development of individual projects, and some could reach estimated maximum traffic levels within the planning period. Potential future traffic on state highways was predicted using Caltrans growth projections.

Impacts: Refer to the discussion of impacts in EIR Sections 6.2.2 and 6.2.3. These sections identify the impacts from increased traffic, including congestion, air quality, and the possible need for improvements.

Traffic increases on Mt. Shasta Boulevard and Lake Street could result in four segments dropping to levels of service D or E during the long-term planning period: Mt. Shasta Blvd in the segments north of Ream, South of Chestnut, at Main Street, and the other segment is Lake Street east of the Railroad tracks.

Traffic increases will occur on most roadways in the Planning Area over the Plan's life. Increases range generally between 30% and 90%, but reach statistically meaningless percentage increases on some roadways serving predominantly undeveloped areas. Some roads will have potentially significant changes in traffic volumes under the proposed plan, and may see Levels of Service drop into the C range. Pine Street and Alma Street in segments near their intersection are projected to drop into the C range. Pine Street near Lake Street will also make this drop during the life of the Plan.

The California Department of Transportation (CalTrans) indicated that four-lane sections of I-5 would be operating at Level of Service F³⁷ by 2010 without additional lanes as a result of projected traffic growth, unrelated to the Mt. Shasta General Plan, as traffic volumes in this area are expected to more than double. The adoption of the Mt. Shasta General Plan would result in increments of traffic growth in these potentially impacted sections, contributing to projected LOS deterioration.

³⁷/This projection, however, is not based on the same level of service measure used in the General Plan. Level of Service F usually means that traffic is so congested it takes more than one hour for an hour's volume of traffic to pass a measuring point. The CalTrans average daily traffic projection does not exceed Level of Service D by 2010.

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1 Southside Growth. CalTrans also indicated that traffic growth associated with development
2 in the Southside area would require intersection improvements at the Mt. Shasta Boulevard/Highway
3 89 intersection. Caltrans indicated that construction of an overcrossing at this location, or other
4 mitigation measures would be warranted.

5
6 Increased traffic volume has additional impacts on air quality and noise.

7
8 Mitigation: The proposed plan has a link between land development and circulation that
9 requires an assessment of traffic for virtually all discretionary projects. The program provides that
10 when traffic is dropping into the LOS C range, the City will begin preparing for road improvements
11 necessary to prevent the road segment from dropping below Level of Service D. When the LOS is
12 at C and approaches Level of Service D, the improvements must be started for development to
13 continue. New development on roads with Level of Service E is not permitted until road improve-
14 ments are underway to improve the level of service to D or higher. This mitigation measure is
15 identified in the policy program following Goal CI-1 and Goal CI-2.

16
17 Alternatives: The project alternatives would mitigate the impact from traffic in the same
18 manner — linking the capacity of the road with the scale of new development. The Low Density
19 alternative will defer the need for new road construction and some major road improvements to
20 a later planning horizon. For outlying areas, the Low Density alternative may even result in the
21 need for major road improvements or construction being deferred outside the planning horizon of
22 the General Plan as a whole.

23
24 The project alternatives would mitigate the impact from traffic in the same manner as
25 proposed in the General Plan — linking the capacity of the road with the scale of new develop-
26 ment. The Low Density alternative will defer the need for new road construction and some
27 major road improvements to a later planning horizon. For outlying areas, the Low Density
28 alternative may even result in the need for major road improvements or construction being
29 deferred outside the planning horizon of the General Plan as a whole.

30
31 The lower density alternative could result in residential units spread over a wider area,
32 which would require more vehicle trips and distance traveled. This can result in fewer numbers
33 of vehicle trips over longer distances and resulting increases in air pollution. In relation to the
34 impacts from traffic, the Low Density Alternative may be environmentally superior to the pre-
35 ferred alternative — the General Plan as proposed. In terms of providing adequate funding for
36 road expansion, the Higher Density alternative is superior to the other options.

37
38 **6.2.5 Open space, natural habitats, wildlife impacts**

39
40 Discussion: More than sixty percent of the Strawberry Valley land area is presently unde-
41 veloped. This provides an illusion of open space. There is a tendency to visualize undeveloped
42 private property remaining undeveloped. As the area grows, the open areas will become devel-
43 oped. The General Plan does not include a proactive program for public acquisition or preser-
44 vation of open space. The Plan's objective to protect open space is interpreted to mean that the

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City should avoid designated private lands as open space for purposes of preventing or limiting development on the private property.

Impacts: Development over the planning period could result in the disturbance of undeveloped land, much of which is located in the unincorporated largely brush covered lands in the Springhill and Eastside areas adjacent to the City. Other sizeable parcels which could be converted could include lands between the railroad and freeway south of the shopping center, lands in and adjacent to the West Lake, Roseburg areas, and other parcels. The loss of open space is significant.

Mitigation: The proposed General Plan includes policies and implementation measures to encourage open space designations on lands through the Resource Land densities, and the policies designed to facilitate clustering and onsite open space. These policies are addressed in the Land Use element following Goals LU-4 and LU-5. Most currently-designated open space areas are classified Resource Land in the proposed plan together with additional other lands. The Plan also calls out for volunteer efforts in the Open Space action program. These are identified following Goal OC-1 and in Table XIV on page 112.

Alternatives: All of the alternatives result in the conversion of existing undeveloped lands from apparent open space. This effect is significant. The March, 1992 Draft General Plan provided for greater open space protection through the use of overlay zones that prejudged lands for open space value and classified them into land designations that would have prohibited subdivision or development. This alternative is environmentally superior. Public testimony during the review process and the selected objectives the General Plan make this alternative infeasible, because the limitations on development in the Draft Plan resulted in interpretations of policy programs in which the City may have been required to acquire private land for public open space using funds collected through impact fees or special assessments. The current fiscal position of the City and the direction of the Council to consider the City's current financial capabilities make this alternative method of designating open space to be infeasible.

Impacts: Intense resource production, such as mining and timber harvesting, tends to involve the use of heavy equipment, circulation with heavy trucks, and a potential to generate substantial noise impacts. The proposed General Plan provides policies to separate potentially significant resource production areas from the urban uses in which land use incompatibilities may exist. The Plan incorporates a series of policies and implementing programs that are designed to place an emphasis on managed resource production. Additionally, the programs provide mechanisms to provide for environmental management of the resources.

Newer trends in agricultural production uses provide opportunities for smaller scale farms or agribusinesses that may produce food and fibre on smaller parcels with greater attention to passive organic or other farming methods. These types of uses do not have the impacts of large-scale intensive corporate or large family farm agriculture that have traditional farming practices of using equipment and chemicals. The differences in these uses were identified in General Plan comments, and the General Plan is amended in Section V.B.1.b on page 101 and

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1 adds a new policy and implementation measure under Goal OC-4 to encourage small scale
2 agrarian uses.

3
4 Alternatives: The lower density alternative is likely to generate fewer conflicts between
5 residential and non-resource uses and the resource uses in outlying areas. For the Planning
6 Area, the densities and zoning established by the County General Plan were incorporated into
7 the City's General Plan as an alternative to the higher densities originally proposed in the Draft
8 General Plan. The Planning Commission changed the densities to select the environmentally
9 superior lower density alternative.

10
11 Mitigation: The impacts associated with resource production uses is mitigated through
12 the requirement of performance standards to be incorporated into the Land Development Code.
13 These standards are identified in Goals LU-5, OC-4 through OC-6, NZ-1 and NZ-2.

14
15 **6.2.6 Cultural resources**

16
17 Discussion: The Planning Area has a rich and diverse cultural record of pre-historic
18 residents and those in recorded history. The areas of significant cultural resources have been
19 generally studied and defined to a point in which it is possible to project the likelihood of en-
20 counteracting resources on the basis of broad assumptions about parcel characteristics.

21
22 Impacts: Development can occur that would result in the disturbance, vandalism, or
23 destruction of important cultural and historic resource sites.

24
25 Mitigation: The proposed plan provides a mechanism to prevent, avoid, or defer distur-
26 bance of important cultural resource sites. The Plan establishes a program by which areas in
27 which there is a high likelihood of important cultural resource sites require pre-application
28 preparation of a cultural resource reconnaissance. This measure following Goal OC-7 results
29 in identification of potentially important sites. It allows for project re-design or pre-planned site-
30 specific mitigation measures. This secondary impact is reduced to a non-significant level.

31
32 Alternatives: None of the alternatives provide any other more-stringent measure to
33 avoid impacts.

34
35 **6.2.7 Air quality**

36
37 Discussion - air quality: The Planning Area is defined as being an "attainment area" for
38 federal air quality standards. This means that the quality of the air is higher than the minimum
39 acceptable levels for measured contaminants.

40
41 Impacts — air quality: Increases in population will increase air emissions associated
42 with residential development, economic development, and traffic. The Mt. Shasta area is ap-
43 proaching the line between attainment and nonattainment on some air contaminants. The
44 General Plan provides a program to work with local air officials to try and maintain the attain-

1 ment levels of air quality. This plan, however, must be carried out by an agency over which the
2 City has not authority.

3
4 Alternatives — air quality: The Lower Density alternative could result in reduced devel-
5 opment levels, which would have reduced volumes of air emissions. However, lower densities
6 tend to result in larger parcel sizes, which in turn result in greater vehicle travel distances.
7 Greater travel distance and time increase vehicle emissions. Even so, it would appear overall
8 that the Lower Density alternative is the environmentally superior alternative. It does not, how-
9 ever, provide opportunities to meet General Plan objectives.

10
11 Conclusion: Air quality degradation is a secondary impact and a potentially significant
12 issue for which precise mitigation is not defined in the General Plan. The implementation mea-
13 sures following Goal OC-10 assign this responsibility, but do not provide controllable mitiga-
14 tion.

15
16 Discussion - water quality: The California Department of Fish and Game has expressed
17 concern that increased sedimentation in the Planning Area resulting from surface erosion and
18 run-off impacts water quality in the fisheries. Water is generally of good quality in the Planning
19 Area with little or no chemical contamination reported. Additionally, older septic systems in the
20 unincorporated areas were not built to current health standards and may be contaminating
21 shallow groundwater.

22
23 Impacts — water quality: Much of the surface water contamination occurs as a result of
24 fecal coliform counts. This material tends to be generated from failing or improper septic sys-
25 tems. Construction on unstable slopes may result in increased sedimentation of stream courses
26 and impact fisheries habitat. These impacts are secondary and significant.

27
28 Alternatives — water quality: None of the alternatives offer mitigation options beyond
29 what would be expected in a General Plan. The Lower Density alternative has the greater po-
30 tential impact, because low density does not support extending sewer systems. The fecal counts
31 may be a result of failing septic systems. Creating more septic systems may aggravate that
32 problem. The higher density alternative may offset the problems from septic systems as it would
33 generate a larger base to provide for water quality control. However, the Higher Density Plan
34 results in a greater increase in surface water runoff and its contaminants entering stream flows.

35
36 Mitigation - water quality: The mitigation measures following Goals OC-2 and OC-9
37 would apply through the use of performance standards defined when specific project applica-
38 tions are reviewed. This effect is considered significant and not mitigated in the General Plan, it
39 requires additional regulation in the Land Development Code.

40 41 **6.2.8 Geology, seismicity, and volcanic hazards**

42
43 Discussion: Refer to the Volcanic Hazards Report from Geotechnical Research and De-
44 velopment which is incorporated into the General Plan as Appendix A, and is available sepa-
45 rately from the Final General Plan and Final Environmental Impact Report. The conclusions of

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the report are presented as the General Plan Summary in Chapter VI.C beginning on page 117. It is also important to refer to the Response to Mt. Shasta Tomorrow volcanic hazards issues beginning on page 235.

Impacts: If the Mt. Shasta volcano erupts with the intensity of sister Cascade Range volcano Mt. St. Helens, it is likely that the City of Mt. Shasta and the Planning Area will be destroyed or severely damaged.

The impacts of volcanic hazards cannot be mitigated, the areas identified as being in danger from volcanic activity are shown in the General Plan. Development occurring in these areas may be at risk if a future eruption occurs on the south or west slopes of Mt. Shasta.

While it is conceivable that this impact could be avoided by precluding development on more than sixty percent of the private land in Strawberry Valley, the City considered a number of factors in developing its policy program. The predicted eruption interval of six to eight hundred years results in an estimate that Mt. Shasta may erupt by the year 2376.

Public comments suggest that the City should preclude development within the areas identified for volcanic debris- and mud-flows. If the City were to preclude development in Zone B on Figure V, it may be required to compensate property owners. This is a fiscal commitment that is infeasible. The flowage areas are not precisely defined, and are presented as an advisory to property owners suggesting new construction avoid low-lying areas. If the volcano were to erupt, there is sufficient monitoring and study of the area to provide ample warning.

Alternatives: None of the previous Draft General Plans, nor any of the current alternatives, provide any feasible method of mitigating this impact.

Mitigation: The General Plan cannot reasonably mitigate the impact from a volcanic eruption; it does however, include implementing programs following Goal SF-2 and SF-3 beginning on page 122 to cover development and Goal SF-6 addressing evacuation.

6.2.9 Noise

Discussion: Refer to the Noise Report from Brown-Buntin and Associates which is incorporated into the General Plan as Appendix B, and is available separately from the Combined Draft General Plan and Draft Environmental Impact Report. The conclusions of the report are presented as the General Plan Summary.

Impacts: Residential development and sensitive noise sources, such as the hospital, may be located within corridors in which railroad and traffic noise during the life of the General Plan will exceed the accepted thresholds established by the State. This impact is secondary and significant.

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1 Mitigation: The Noise Element includes accepted programs that have been proven
2 workable and feasible to mitigate noise impacts. These are identified in Goals NZ-1 and NZ-2
3 beginning on page 145. This impact is reduced to a non-significant level.
4

5 **6.2.10 Public facilities and services**
6

7 Discussion: City facilities are approaching maximum capacity. The City provides sewer
8 and water service to its residents and some persons residing in the unincorporated Planning
9 Area. The City has a police and fire department that respond on a mutual aid basis with area
10 special districts and the County Sheriff. The City provides snow removal, road maintenance,
11 and maintenance and operation of parks and recreation. The City's schools have recently
12 expanded and are expected to be able to accommodate projected growth through the near-
13 and intermediate-term planning periods.
14

15 Impacts: The City's sewer and water facilities have available capacity, but will require
16 improvement and expansion to accommodate near-term growth. Other public facilities will
17 need to grow to accommodate new populations. This impact is secondary and significant. The
18 school facilities meet foreseeable needs. There is no significant effect.
19

20 Mitigation: The impacts are reduced to levels of insignificance through the implementa-
21 tion of a systematic capital improvements program and collection of appropriate fees and
22 charges for expansion of the facilities. The implementing programs follow Goals LU-10 through
23 LU-17 beginning on page 66, and Goal CI-9.

7 Project alternatives

The General Plan under review in this environmental impact report represents the culmination of a process that started in 1987 that has undergone substantial public scrutiny, hearing, review, and participation. The third Draft General Plan in the process was released in July, 1992, the others having been released in 1988 and March, 1992. The General Plan for which this EIR is prepared represents an outgrowth of discussions about alternative approaches to accomplishing the same objectives. This plan is the preferred alternative, and represents what is believed to be a balance between conserving the natural environment, achieving community objectives for Strawberry Valley's long term growth, and providing a constitution of development acceptable to most members of the community. The lengthy public record identifies that the City has considered a number of different options in terms of how the General Plan best serves the community. The Planning Commission recommended approval of a modified version of the July Draft General Plan in September, 1992. The City Council reviewed an Administrative Final General Plan in October and November, 1992, and directed that the General Plan (dated December 16, 1992) be prepared for Council adoption.

7.1 The NO PROJECT alternative

CEQA requires that the specific alternative of NO PROJECT be evaluated. This is a concept applicable to development projects. The only feasible no project alternative related to a General Plan adoption is to maintain the existing General Plan without amendment. The purpose of revising the General Plan is to bring policies and programs into the present. The no project alternative theme is discussed in this section.

This alternative involves no action on the proposed General Plan with the existing Mt. Shasta General Plan remaining in force. The primary differences between Alternative 1 and the proposed General Plan lie in the land use patterns and densities and in the nature of the policy provisions of the two documents. The existing General Plan lacks environmentally-oriented performance standards.

Overall development potential associated with existing land use designations without action on the new General Plan is substantially greater than with proposed designations. While commercial acreage totals remain similar, maximum residential development potential under existing land use designations is more than 50% higher than the proposed designations. More than two-thirds of the residential potential under existing designations would be in urban multi-family designations as opposed to the majority being in general or community residential designations in the proposed Plan. Industrial acreage is more than double that allowable under proposed Employment Center designations. Both multi-family residential and industrial development are contrary to public sentiments expressed in the Planning Opinion Survey.

The more extensive development potential associated with the no project alternative would involve potential for more significant environmental effects than those identified for the proposed General Plan. Higher densities, for example, may result in traffic volume increases on

1 roads not capable of handling the new traffic. The increased congestion results in greater air
2 quality impacts. The amount of development could be more extensive, and the manner in
3 which development occurs could be expected to be less coordinated, potentially resulting in less
4 efficient development patterns, premature or additional natural resource disturbance and more
5 significant effects on infrastructure and services.

6
7 The existing Plan does not incorporate the application review and performance stan-
8 dards identified in the proposed General Plan. Compared to the proposed Plan, the existing
9 General Plan contains less policy guidance, in particular with respect to the preservation of
10 open space and the conservation of natural resources. Without the more specific policy atten-
11 tion given to management of these resources in the proposed General Plan, development could
12 be expected to result in increased effects on these resources.

13
14 Other benefits of the proposed plan would be unavailable under the existing plan, for
15 example, the reinforcement of the CBD and central commercial area. Provision of open space
16 and recreational lands and facilities would be piecemeal under the existing General Plan, and
17 there would be no foundation for adoption of parkland dedication fees or other development
18 fees.

19
20 The no project alternative does not offer opportunities to reduce or avoid environmental
21 effects and is found to be environmentally inferior to any other alternatives.

22 23 **7.2 The MARCH, 1992 alternative**

24
25 A version of the Draft General Plan was released in March, 1992, for public review and
26 comment. This General Plan is considered one of the project alternatives. Copies of the docu-
27 ment are available at City Hall. The major difference between the March, 1992 alternative and
28 the proposed project is that the March Draft General Plan placed a greater emphasis on the
29 City acquiring and exacting private lands for open space purposes. Additionally, on the basis
30 of the broad general data available siting wetlands and other resource areas, the March Draft
31 Plan used overlay designations to restrict, constrain, or prohibit development potential.

32
33 The City considered this alternative and public comments about the project. The Plan-
34 ning Commission and City Council at workshops in March and April, 1992, directed that the
35 March, 1992, version be entirely rewritten to achieve the objectives identified as the Mission
36 Statement on page 17.

37
38 The March, 1992, Draft General Plan presented environmental alternatives that provided
39 for greater open space retention within the Planning Area. This version of the Draft Plan is
40 superior to the proposed project for open space protection. The March Draft, however, allowed
41 much higher densities (26 to 30 units per acre) for identified multiple family residential lands.

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7.3 The LOWER DENSITY alternative

In this alternative, the population densities and building intensities throughout the General Plan area would be reduced to manage the long-term and overall population and economic growth in Strawberry Valley. The theme of this scenario will be to focus urban densities, commercial land uses, and employment opportunities into the existing incorporated City limits. The theme would include a provision for strict annexation standards, reducing the potential for extensive annexations.

The result of this alternative theme is that a greater emphasis will need to be placed on serving transient populations, such as recreation visitors or seasonal employees. Recruitment of new major employers would not be feasible, because the densities and intensities will not provide adequate land area or housing opportunities needed to serve large new employers. Reductions in public services will also occur in this scenario, because there will be inadequate changes in the revenue base in order to provide both services and maintain capital improvements.

The Lower Density alternative will trade the reduction in area growth with increased opportunities for preservation and conservation of the natural area surrounding Mt. Shasta. The decreased demand for housing and development will result in retention of open space, wildlife/botanical habitat, and conservation of natural resources. The resulting decrease or moderation of human activity will result in maintenance of air quality, water quality, and reduction of risk of exposure to volcanic hazards.

7.4 The HIGHER DENSITY alternative

This alternative is a composite of the proposed General Plan with the No Project alternative. The Old Density/New Policies theme will retain existing land use designations, and impose the higher standards of performance and development review proposed in the Draft General Plan. The major impact is that the Old Density/New Policy alternative will have substantial land development incompatibilities that would result in providing property owners with land use classifications or densities that could not meet policy requirements for development. The major drawback to this alternative is that it delivers false hopes for community members by hiding environmental protection measures within the policy programs. The policies of the proposed Plan focus development in centralized areas ensuring that there are adequate public facilities and services available to serve the development. The existing General Plan locates land use without constraints to public facilities. Policies in the new Plan may restrict development intensities because of underlying environmental issues; the existing Plan sited land use without regard to environmental constraints.

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8 Relationship between local short-term uses of the human environment and the maintenance and enhancement of long-term productivity

The development of the General Plan is for the purpose of providing a long-term, comprehensive program for the development of the City of Mt. Shasta. The Plan represents a consolidation of goals and policies that the elected City Council and its appointed Planning Commission believe represent the objectives and desires of its constituents. The choice of the policy direction was conscientious, with understanding of the impacts, public opinion, and after examining previous alternative approaches in Draft General Plans.

A General Plan places the decision-makers in the position of balancing competing interests and objectives. This is a role that the State has assigned to local government. In the basic general plan law, the Legislature recognized that "...the capacity of California cities...to respond to state planning laws varies due to the...differences among [cities and counties] in physical size and characteristics, population size and density, fiscal and administrative capabilities, land use and development issues, and human needs."³⁸ The law further states that the Legislature recognizes that each city "...is required to establish its own appropriate balance in the context of the local situation when allocating resources to meet these purposes."³⁹

The City of Mt. Shasta has experienced a growth rate that is slower than most areas in California. This is caused by a combination of a stagnant economy, the closure of several major local employers, and decreases in recreation visitor activities resulting from the drought, a 1991 chemical spill in the Sacramento River near Mt. Shasta, and general changes in the regional economy. Employment opportunities have been limited. According to the Department of Motor Vehicles, over a period from July, 1989 through June, 1992, more people under age thirty have moved out of Siskiyou County and Mt. Shasta's Planning Area than have moved into the area. The majority of these people have moved to Shasta, Butte, Sacramento, Los Angeles, and Humboldt counties and the State of Oregon. The majority of new residents arriving in Siskiyou County are between the ages of 45 and 65. They are arriving from Los Angeles, Santa Clara, Shasta, and Sacramento counties, and the State of Oregon.⁴⁰

Under the current fiscal system in California, the City recognizes that its has extremely limited financial resources. The cost of providing basic community services has been substantially undermined through unfunded State-mandates and increases in the cost of providing services to a stable population. With California's methods for funding city services, a community is required to maintain or enhance a growth rate in order to increase property tax revenues from new construction or resales of homes. The fiscal limitations place an emphasis on encour-

³⁸/Government Code §65300.9

³⁹/Ibid.

⁴⁰/Department of Motor Vehicles, Driver License Address Changes, compiled from July, 1990, 1991, and 1992 data.

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aging home ownership and sales. As new populations move into the area, other associated revenues are increased — vehicle-generated revenues, sales tax, among others. The only other methods of funding new services are through special assessments — requiring nearly impossible-to-achieve two-third affirmative votes, impact fees, or other user fees assessed for the cost of services.

The City has directed that the near- and intermediate-term⁴¹ needs of the General Plan are to improve the local economy through growth and development. This choice is made consciously knowing that increases in development of the City will result in decreases in open space. The City Council believes — and has stated in the record — that while there are (1) important benefits to the area in retaining open space, (2) assessing fees to acquire and develop trails, and (3) preclude development on certain types of lands — such as wetlands, the major short-term use of land in the area is to satisfy the City's need to assure its citizen that it will survive financially.

Based on the interaction with the City Council and its constituents, the Council has determined that the population of the area will not support assessments to acquire open space. The Council believes, on the basis of substantial public testimony in April, July, August, and November, 1992, that the public generally will not support forced dedication of lands for open space purposes, including parks and trails. The Council also believes that if it were to impose stringent or expensive impact fees that go beyond requiring development to pay for its proportional share of the cost of expanding facilities, the competitive market today would discourage new employers from relocating to the area. The City realizes that while it has substantial benefits in retaining the open-appearing spaces, highlighting its recreation opportunities, and small town quality of life, it also is concerned that over-regulation or proposed policy programs that are beyond the current fiscal capacity of the City will result in a "wish-list" general plan that is never implemented. "A general plan may no longer be merely a 'wish list' or vague picture of the community's future; it must provide concrete direction for decision-making."⁴²

Understanding the limitations financially, the limitations of its small staff, and the capabilities to provide services, the City has selected the direction for the General Plan that will provide for increased opportunities for economic development, general commercial development, and extensive development flexibility through the use of clustering, zero lot-line development, and density transfer.

The City will work to achieve these objectives at the expense of missing opportunities to acquire presently undeveloped private lands for future open space and general public access. The City will also proceed to consider development on lands that have been identified as having a potential to be a wetland. The approach in the General Plan will avoid direct filling or distur-

⁴¹/The timing periods refer to the definitions used in the General Plan. The short-term or near-term planning period is 1993 to 1998 (through five years after adoption), the intermediate-term is 1999 to 2003 (five to ten years), and the long-term is 2003 to 2013 (ten to twenty years).

⁴²/Guidelines, page 7.

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1 bance of wetlands, but it may result in additional pressure placed on the ecosystem of a
2 wetland with development occurring at the edge of the sensitive areas.
3

4 Another long-term risk associated with the General Plan is that there may be pressure on
5 lands outside of the City that are presently used for agricultural or timber purposes to be con-
6 verted to rural residential or traditional single family residential development use. This would
7 further aggravate the loss of open-appearing space in the area. Over the long-term, construc-
8 tion of new residences, and a tendency to install woodstoves may result in extreme degradation
9 of air quality. The carbon-based particulates from wood stoves have been shown to inflame
10 respiratory problems in some people when Federal levels are consistently exceeded. The Plan-
11 ning Area currently is below Federal limits, but it is not known at what point the threshold may
12 be crossed in the intermediate- or long-term future.
13

14 The City of Mt. Shasta is located on the western slope of the Cascade range volcano Mt.
15 Shasta. Mt. Shasta is a dormant volcano which is believed last to have erupted between 250
16 and 300 years ago. While there is no exact science, experts believe that the volcano will erupt
17 every six to seven hundred years. It is not likely that an eruption would occur during the life of
18 the General Plan. Geologists have predicted that certain types of eruptions might result in a
19 pyroclastic event. This means that mud, melted-snow, volcanic ash, and other debris might
20 combine and cause a mud- or land-slide down the west slope of the volcano. Should this oc-
21 cur, the flow would move in a pattern similar to a flood into the Planning Area. It is believed
22 that the path of this flow would traverse most of the northern portion of the Planning Area be-
23 tween the Black Butte twin peaks and the slopes of Mt. Shasta. Such an event could be of cata-
24 clysmic proportion likely resulting in significant property damage and, if it occurred without
25 warning, substantial loss of life.
26

27 Most of the land located in the potential path of these flows is privately owned. The City
28 believes that with existing technology and consistent monitoring — combined with ongoing
29 studies of the active Cascade volcanos, Mount St. Helens and Mount Lassen — ample warning
30 would be available to allow for an orderly evacuation from the area. It is believed that if a
31 volcanic event were to occur in that area, the entire City would likely be evacuated. The City
32 recognizes that over the long-term and into future centuries, people may be exposed to volcanic
33 risk.

9 Significant irreversible environmental changes which would be involved in the proposed action should it be implemented

The implementation of the General Plan may result in the following significant effects that may not be reversible:

1. The loss of private land that might be valuable to acquire for open space or trails.
2. Conversion of undeveloped lands to urban use.
3. Increases in traffic resulting in the construction of new roads that will allow higher densities in areas that currently do not have suitable access.
4. Construction of private buildings and residences in an area in which pyroclastic mud flows might occur during an eruption of Mt. Shasta.
5. Potential reduction of air quality dropping below attainment standards.

10 Growth inducing impacts

CEQA requires a discussion of the ways in which the project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Included would be projects which would remove obstacles to population growth or which would encourage or facilitate other activities that could significantly affect the environment.

Adoption of the proposed General Plan includes a mission statement that focuses on economic growth as the objective for the General Plan. This is likely to have growth-inducing effects in that it would foster economic and population growth and construction of housing and would result in the removal of obstacles to growth.

The Land Use Element establishes allowable land use intensities and densities. Implementation will involve the application of specific zoning designations, simplifying the development of these properties.

The Circulation Element will provide for improvements in traffic circulation and financing of improvements which may facilitate development. The Element calls for the preparation of sewage and storm drainage master plans which will result in additional utility capacity and the ability to accommodate projected levels of development.

The Open Space and Conservation Element as well as other elements of the General Plan impose environmental controls and conditions on land development which are intended to ensure that significant environmental damage is avoided and may facilitate the approval of development projects. The Open Space and Conservation Element, however does not include a

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1 proactive program for open space protection or acquisition, which will result in an apparent loss
2 of open space as perceived by residents of the area.

3
4 In that these influences would involve the potential for significant development pursuant
5 to adoption of the General Plan, the growth-inducing effects of the Plan are considered signifi-
6 cant. Total potential development under the proposed Land Use Element could result in a
7 community size of just under twice its existing size. This reflects the desired general size range
8 expressed by Mt. Shasta citizens during the Planning Opinion Survey.

9
10 Conclusive predictions of increases or decreases in growth rate as a result of General
11 Plan adoption would be unduly speculative. However, adoption of the proposed General Plan
12 is not expected to significantly affect the rate of growth in the Mt. Shasta area. Growth is ex-
13 pected to respond predominantly to external forces. Clarification of development policy, avail-
14 ability of services and other development support provided in the Plan may facilitate the devel-
15 opment review process but is not expected to result in major change or promotion of growth.
16 The adoption of the various environmental constraint policies of the Plan may have a limiting
17 effect on the rate of development, including:

18
19 Costs of expanding sewer and water systems, most likely to be born by the developer,
20 will involve a limit on development.

21
22 Land use policies and circulation improvements supporting commercial development of
23 the core area may limit general commercial development in outlying areas.

24
25 Conservation Element manages development on lands identified with potential sensitive
26 resources and will limit development of sites containing these resources.

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Table XXIV Summary Comparison of Project Alternatives

Environmental issue and its relation to the preferred alternative	Significant		Project alternatives		
	Yes	No	1—No project	2—Lower densities	3—Higher density
Annexation. Proposed Plan results in potential urbanization of rural area through annexation and service provisions.	•		Establishes no policies by which City can accept or reject annexation programs. Provides no mitigation for this issue.	Defers the need for annexation, and could result in no annexation. Does place a greater burden to increase density in City limits. Environmentally superior alternative on this issue.	May increase the annexation requests in order to seek higher densities. May result in more severe strain on environment from increased population. Provides no mitigation on this issue.
Housing policies. Proposed Plan will result in a broad mix of land use densities and housing types.		•	Focuses on traditional housing concepts without regard to circulation or public facilities. Will allow more housing.	Emphasizes larger parcel, lower density single family house. Impacts lower income families by reducing housing opportunities. Discourages maintaining habitat and range by piecemealing subdivisions in traditional patterns.	Provides the greatest range of housing opportunities for various income groups. May result in greater environmental degradation from traffic, air quality, or noise. Environmentally superior alternative for this issue.
Impact from non-residential land uses. The proposed Plan will result in a concentration of non-residential uses in and adjoining existing City. This will increase traffic from outlying areas. Plan may result in decreased demand for non-residential uses outside of the City.	•		Lack of cohesive patterns in the outlying areas. No policies related to environmental or development performance standards.	Would decrease the available non-residential lands or the intensity of uses. The decrease in land for non-residential uses could potentially increase demand within the City on existing lands. This may result in more concentrated non-residential development. Environmentally superior alternative for this issue.	It is likely that the greater residential densities would translate to lesser restrictions on the placement of non-residential uses in the Planning Area. Increased non-residential uses outside of the City limits could result in higher demands on services or degradation of environmental resources.

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Environmental issue and its relation to the preferred alternative	Significant		Project alternatives		
	Yes	No	1—No project	2—Lower densities	3—Higher density
<p>Traffic volumes from new development may increase congestion. The proposed plan ties the ability to construct new development to the capacity of the road segment serving the parcel. Performance standards are established to require improvements or alternative routes prior to traffic problems occurring. Environmentally superior alternative for this issue.</p>	•		<p>Traffic is allowed to increase without programs designed to offset traffic impacts. The alternative provides no link between deferring development or collecting impact fees for circulation improvements. Provides no mitigation on this issue.</p>	<p>Although densities would be reduced, undeveloped areas could have increased traffic from larger lot parcels. When residential densities are low, there is generally a need to increase travel distances and times to services and facilities. This impact from traffic could result in less congestion, but increased use of resources or increases in air contaminants.</p>	<p>The higher density approach from a traffic perspective may be the environmentally superior alternative. The higher densities could result in an increase in the number of units contributing towards the construction of new roads. Although the increased traffic would also consume resources and generate air contaminants, improved circulation can balance those effects.</p>
<p>Stormwater run-off. The proposed project will result in increases in development. It encourages cluster-development as a means to conserve open space. The new development will result in increases in stormwater run-off. The Plan incorporates performance standards to develop and implement a capital improvements program. Environmentally superior alternative for this issue.</p>	•		<p>Existing Plan has no performance standards related to stormwater run-off collection and system development. Provides no mitigation on this issue.</p>	<p>The lower density alternative could result in a reduced need for a stormwater collection system improvement program. Lower densities and larger lots provide greater opportunities for percolation without runoff.</p>	<p>The higher density alternative increase demands on the stormwater system. While it would potentially provide additional funds to improve the system, higher density development will increase stormwater run. Provides no mitigation on this issue.</p>
<p>Open space. The proposed Plan provides to retain extensive open space in lands surrounding the City. The Plan includes provisions for private open space.</p>		•	<p>The existing Plan has no standards related to retaining open space. Provides no mitigation on this issue.</p>	<p>The lower density alternative would appear to provide for more open space, but large-parcel residential may result in less retained open space.</p>	<p>The higher density alternative would likely result in converting easily developed land from open space to urban use. Provides no mitigation on this issue.</p>

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Environmental issue and its relation to the preferred alternative	Significant		Project alternatives		
	Yes	No	1—No project	2—Lower densities	3—Higher density
<p>Geologic hazards. The proposed Plan identifies that a major portion of the northwest portion of the City and Strawberry Valley are in areas that may be subject to volcanic mud flow hazards in the event of Mt. Shasta, Mt Shastina, or Black Butte eruptions. The Plan identifies that development will be permitted — subject to development standards and permits — in the identified area. This is a potentially significant effect for which no mitigation measures are proposed.</p>	●		The existing Plan does not identify volcanic hazard or hazard avoidance performance standards. Provides no mitigation on this issue.	The lower density alternative would still be required to permit development in the potential hazard zones. Provides no mitigation on this issue.	Even at higher densities, it would be possible to direct dense development away from hazard areas, but development would still take place in the areas. Provides no mitigation on this issue.
<p>Air quality. The proposed Plan could result in deterioration of air quality resulting from development. This may result in the exceedance of air quality standards as a result of development. Potential contributors to air quality degradation would include new vehicular traffic, air emissions from industrial development and residential woodstove use.</p>	●		The existing Plan does not incorporate environmental standards to reduce air quality impacts. Provides no mitigation on this issue.	The lower density alternative would result in lower populations, which in turn could result in lesser emissions from woodstoves and particulate matter generated from construction. The lower density alternative would result in greater travel distances which could increase vehicle emissions. Environmentally superior alternative for this issue.	Increases in population and development densities could result in the highest levels of air degradation. Provides no mitigation on this issue.

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Environmental issue and its relation to the preferred alternative	Significant		Project alternatives		
	Yes	No	1—No project	2—Lower densities	3—Higher density
<p>Water resources. Increased development may have the effect of decreasing the quality of surface water from increased run-off contamination. The Plan provides for measures to protect public health and safety as well as groundwater quality, but the mitigation value is unknown until specific projects cause the implementing program to be initiated. Environmentally superior alternative for this issue.</p>	•		<p>The existing Plan does not incorporate environmental standards to reduce water quality impacts. Provides no mitigation on this issue.</p>	<p>The lower density alternative would likely result in larger parcel sizes. Larger parcel sizes make sewer utilization expensive or infeasible. This alternative could result in increased degradation of groundwater. Surface water impacts would be tempered by the type of use on individual larger parcels. More uses of fertilizers or hobby farms could increase surface water contamination. Provides no mitigation on this issue.</p>	<p>Higher density alternative would increase the availability of sewer connections, generally resulting in less contamination of groundwater. Greater impervious surfaces could generate more surface water contamination. Provides no mitigation on this issue.</p>

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Environmental issue and its relation to the preferred alternative	Significant		Project alternatives		
	Yes	No	1—No project	2—Lower densities	3—Higher density
<p>Natural habitat. The proposed Plan may result in conversion of current open, unfenced ranges for wildlife into developed areas. Extensive land areas are retained for larger parcels and resource production use, which would aid in providing continued habitat. Policies in the Plan provide for onsite clustering as a means of retaining contiguous habitat corridors in the Plan area. The proposed Plan incorporates policies to provide for contiguous range, species diversity, and protection when needed for wetlands and other significant habitat. Provides no mitigation on this issue.</p>	•		The existing Plan does not incorporate environmental standards to reduce natural habitat protection and impacts. Provides no mitigation on this issue.	The lower density alternative, if a lot line fence prohibition were included, may result in retaining larger corridors of contiguous habitat. This could retain range for wildlife and plant species propagation. It would be expected that this alternative would prohibit development in sensitive areas without development flexibility incorporated into the plan. Environmentally superior alternative for this issue.	Higher density alternative would likely result in substantial decreases in range and diversity. Provides no mitigation on this issue.
<p>Cultural resource. The proposed plan provides a system to investigate, catalog, record, and assess importance of cultural resources. Environmentally superior alternative for this issue.</p>		•	The existing Plan does not incorporate performance standards to ensure proactive cultural resource protection. Provides no mitigation on this issue.	The lower density alternative is assumed to incorporate effective methods for cultural resource mitigation.	The higher density alternative is assumed to incorporate the same standards of protection as the proposed project. Provides no additional mitigation on this issue.

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Environmental issue and its relation to the preferred alternative	Significant		Project alternatives		
	Yes	No	1—No project	2—Lower densities	3—Higher density
<p>Natural resources. The proposed plan provides a system to conserve the resources for productive and beneficial use. Environmentally superior alternative for this issue.</p>		•	The existing Plan does not incorporate active policies designed to conserve resources and ensure their use without environmental degradation. Provides no mitigation on this issue.	If the lower density alternative means lower residential populations in the area, this could provide increased opportunities for resource production uses, and would make this alternative environmentally superior. If this alternative is lower density of resource use, then the effect does not provide for conservation and future use of resources. Provides no mitigation on this issue.	The higher density alternative is assumed to incorporate the same standards of protection as the proposed project. Provides no additional mitigation on this issue.
<p>Noise. The proposed plan incorporates standards designed to protect people from exposure to excessive noise levels on future development. Environmentally superior alternative for this issue.</p>	•		The existing Plan addresses noise issues as required by General Plan law. Provides no mitigation on this issue.	It is assumed that these alternatives would also comply with the law. Lower densities would expose fewer people to noise levels, but the same types of mitigation programs would be used. Provides no additional mitigation on this issue.	It is assumed that these alternatives would also comply with the law. Higher densities would expose more people to noise levels, but the same types of mitigation programs would be used. Provides no additional mitigation on this issue.
<p>Public facilities and services. The proposed project establishes a systematic, phased program to maintain or improve current levels of service. Environmentally superior alternative for this issue.</p>	•		The existing Plan does not provide effective mechanisms to maintain levels of service to meet population growth.	The reduced density alternative could result in fewer demands for services. However, it would effectively result in fewer financial resources being available to provide the services. Provides no mitigation on this issue.	The higher density alternative would have the potential of generating the greatest revenue resources to fund needed service improvements, however this alternative would create demands for services in excess of the ability to provide such services to the community.

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11 References cited and persons consulted

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